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ABSTRACT

This report investigates the educational philosophy programs related to the multicultural population of Toronto. Two fundamental goals for the Toronto Board of Education are to provide equal educational opportunities to all children, and to do so without loss of the child's personal identity and cultural integrity. The work force provides recommendations on eight issues related to multicultural, multiracial education including (1) English as a second language, (2) educational opportunity differences, (3) maintenance of original cultures and languages; (4) instruction in a third language, (5) multiculturalism and the general curriculum, (6) system sensitivity, (7) community-school relations and the multicultural society, and (8) the responsibilities and role of national government in funding multicultural programs. Included in the appendices are reports and research by the work force that led to the specific recommendations. (Author/DE)

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DRAFT REPORT OF THE WORK GROUP ON MULTICULTURAL PROGRAMS

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THE BOARD OF EDUCATION
FOR THE CITY OF TORONTO

MAY 20, 1975

PREFACE

That Canada is a multicultural society is recognized as a fact and as a desirable social goal by Canadian people. The Board of Education for the City of Toronto must face both the reality and the goal.

There are two major factors for consideration; first, within the City of Toronto's public school system, the vast majority of children come from extra Anglo-Canadian cultures and for more than half of these children, English is not their first language. Secondly, the school system has not been oriented toward multiculturalism in the past.

The 1970 "Every Student Survey" told the Board that school achievement was a function of economic status. The Survey included data which demonstrated that the children most handicapped by the school system were children who were recent immigrants of non-British origin, and whose parents had low economic status. Since that Survey was conducted the numbers of immigrant children in the City of Toronto's school system have increased, especially English speaking students from extra Anglo-Canadian cultures.

This situation challenges the Board of Education for the City of Toronto to realize two fundamental goals. First, to provide equal educational opportunities to all children, and secondly, to do so without loss of the child's personal identity and cultural integrity.

To accomplish these goals, the Board established a Work Group on Multicultural Programs to investigate and make recommendations for the implementation of policy and programs to realign the City of Toronto's school system to be responsive to its multicultural population.

We recognize that no body of recommendations can themselves enact the changes in attitude necessary to implement a new philosophy. However, we believe that only through a continuing process of discussion, explanation, and program implementation can a school system adapt to the changing needs of its school communities. The Work Group regards school-community interaction to be an essential component for the system's responsiveness to its population.

It is clear to us that the education system must play a role in developing a true multicultural society, and all that implies. If a multicultural society and the equality of educational opportunity are to mean anything, then a child's cultural heritage must not be a handicap.

The Report of the Work Group on Multicultural Programs is a DRAFT REPORT. We are circulating this DRAFT REPORT to stimulate discussion and to aid us in the preparation of the Final Report.

Between May 20 and June 7, the Work Group will hold a series of hearings and meetings in order to discuss the policy and programs recommended in the Draft Report. After June 7, the Work Group will reconsider the Draft Report in light of the discussions and hearings, and will present the Report for final approval to the Board on June 19, 1975. At that meeting, the Work Group on Multicultural Programs will also propose the establishment of a committee to oversee the implementation of the Report.

Many people other than the trustees on the Work Group are responsible for this Draft Report. We would like to thank everyone who contributed to our thinking formally or informally, verbally or by written brief. (These briefs will be available for reference in the Education Centre Library.) The time that we spent at schools, and at meetings and events of various ethnic communities provided us with a greater understanding of our task; we thank all the people who were involved in those sessions.

In particular the Work Group would like to recognize the tireless efforts of Ed Kerr and Mel LaFountaine, who focussed discussion, prepared documents, and played a crucial role in the preparation of this Draft Report.

Lilian Ciamaga, the Board's Research Librarian, provided us with hundreds of pages of background research material and articles, which served not only to educate us but also to document our concerns.

Ceta Ramkhalawansingh, who joined the Work Group staff in February, played a variety of roles through the course of our activities.

Special thanks go to Rosemary Sawers, Anne Felton, Marnie Somers, Marjorie Mills, Donna O'Connor, Vicky D'Costa, Julia Haasz for secretarial assistance.

In conclusion, we expect that this Draft Report will provide a focus for the resolution of many of the issues which we have identified as being vital to the education of immigrant children.

We look forward to the discussions that will take place during the next few weeks.

Signed.

Dan Leckie

Dan Leckie, Chairman
Trustee Ward 6

Irene Atkinson
Trustee Ward 2

Alexander Chumak
Trustee Ward 1

Judith Major

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SHEILA MEAGHER

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Trustee Area 3
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School Electors)

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"A policy of multiculturalism within a bilingual framework commends itself to the Government of Canada as the most suitable means of assuring the cultural freedom of Canadians. National unity, if it is to mean anything in the deeply personal sense, must be founded on confidence in one's own individual identity; out of this can grow respect for that of others and a willingness to share ideas, attitudes and assumptions. A vigorous policy of multiculturalism will help create this initial confidence. It can form the base of a society which is based on fair play for all."

Statement by
the Prime Minister
House of Commons,
October 8, 1971.

"The Greek Parents of Jackman Avenue School are both willing and anxious to become as Canadian as it is possible for any ethnically unique people to become. They are reluctant, however, to engage in the negative process of deserting (or to become the instruments of their children deserting) the heritage of their national origins. Much rather, they prefer to assume the concretely positive stance of gaining a new culture and, in consequence, a new language. To *lose* one heritage for the purpose of winning another is inconsistent with basic tenets of growth & development. The Greco-Canadian can be a strong, proud, healthy and happy Canadian, but the truncated personality whose Canadianism is bought at the *total expense* of his initial heritage is an alien to himself. It is for this reason that this proposal founds itself on the principle of Bicultural Immersion and the involvement of students in a rich Bicultural Growth Environment.

Proposal from the Greek Community
of Jackman & Frankland Schools
to the Toronto Board of Education
for the Greco-Canadian
Bicultural-Bilingual Program.
July, 1973.

I

INTRODUCTION

Quite apart from the practical and immediate reasons that led to this inquiry as identified in Section II, the intent of this Introduction is to induce the reader to look more deeply at the basic reasons that limit this Board's ability to provide for Toronto's multicultural society the education it requires. Admittedly, the following statement is written in a form that will not appeal to all readers. For others, it may well prove interesting. Some are certain to find it incomprehensible and decide to by-pass it entirely. Hopefully, some will find it challenging.

**

The Work Group's issue paper, The Bias of Culture identified ten general issues which not only constitute a large segment of the multicultural issue as it relates to education but which spell out ten specific reasons for the inquiry itself.

1. The issue of Cultural Identity in both the children and the adults of ethnic communities of other than Anglo-Canadian origin:
    - a) The inherent competition for the child's cultural allegiance;
    - b) The implications of language differences between the home and the school;
    - c) The impact of cultural difference on the child;
2. The issue of Streaming, and
3. The School's Reception and Placement of the New Canadian student;

4. The question of Ascription which shapes decisions as to the placement and subsequent school and life careers of immigrant children.
5. The issue of Teachers' and School Principals' Perception of the New Canadian student.
6. The issue of Extra Anglo-Canadian Ethnic Groups' Perception of the local school and, by extension, the school system.
7. The nature and character of the Schools' Contact with Extra Anglo-Canadian Ethnic Communities.
8. The character, organization and operational function of the School System's Support Services.
9. Extra Anglo-Canadian Ethnic Teachers in the school system and their promotion to positions of responsibility.
10. The issue of multicultural programs in the school and assumptions and questions about Ghetto-ization.

As critical and as potent as the ten general issues are, they cannot exist as anything other than a general social and cultural ferment, which is itself an effect of a deep working cause. The conditions identified in the ferment are merely symptoms.

It has been axiomatic that the most serious lapse to which any examination can commit itself is to confuse the amelioration of a condition with the elimination of its cause. To leave the cause unattended is to invite it to continue to generate conditions of such force and rate that they must eventually overwhelm all attempts to manage them. Stated more specifically, to identify the issue paper's content as the cause of the Work Group's concern would be to miss the multicultural issue as it relates to the educational endeavour in this city. That issue is identifiable in the issue paper's title, The Bias of Culture.

The operational base of the Toronto school system is peculiar to the specific culture and society which created it in precisely the same way that school systems of other cultures are peculiar to the specific cultures and societies which created them. Thus each system is unique only in its functioning particularities and effects, rather than in the fact of its existence.

What is perfectly clear to the members of the Work Group on Multicultural Programs is that in Toronto, as elsewhere, this operational base owes its formation to a set of decisions which are buried in the history of the school system's development. Stated simply they appear as the following decisions:

1. To found an institution which will effectively assume the responsibility of transferring from the adult membership of the society to the young, all that the culture of a given society implies.

Therefore,

2. To elect to provide schooling for their young as distinct from education.

Therefore,

3. To ensure that the culture which the school represents

is both compatible with the dominant cultural position of the society which built it, and which is an accurate reflection of that culture.

It is important to avoid confusing CAUSE with BLAME since it is not the intent of this Report to locate blame for the multicultural issue. Whether they are ultimately competent or incompetent, for good or ill, conscious or unconscious, ultimately feasible or impractical, some such set of decisions as outlined here account for the establishment of all school systems, including the Toronto system. Appropriate conjecture would prompt the observation that the decisions must certainly have "seemed like a good idea at the time".

It is imperative to recognize however, that the operational base is in fact, the cultural bias of the population which supports the entire school system. The critical observation is simply that, apart from any qualitative comment one might have to make about the fact itself, the school system is likely to remain viable and secure AS LONG AS THE COMPATIBILITY REMAINS BETWEEN THE CULTURE IT REPRESENTS AND THAT OF THE CULTURE WHICH SUPPORTS IT. It need hardly be stated that a reverse likelihood is inevitable if the cultural operational base shifts. The viability and security of the school system degenerates more or less proportionally to the degree in which the culture of the school and the culture of the society it serves becomes incompatible or, in some cases, merely different.

It need only be observed, without lengthy dissertation, that the cultural base of Toronto has shifted drastically since the era of Egerton Ryerson. If any qualifications are necessary, they would be only that the rate of shift has accelerated at an unprecedented rate since the end of World War II. Compounding the difficulty is the changing nature of the shifting process itself. Not only has it effected a change in the balance of the city's cultural base so that the dominant culture finds itself represented in a forty seven percent minority of the total population, but the fifty three percent majority represents a conglomerate of some fifty extra Anglo-Canadian minority groups.

The shocking recognition for the Board of Education for the City of Toronto is that within the space of a decade its CULTURAL BASE HAS BECOME INCOMPATIBLE with the cultural base of the society which supports its endeavour. This situation automatically rings in the dull intractibility of institutionalism. Within the institutional frame of reference, the determinant of any response to requirement is more the function of traditions and the rule of order which identifies the institution that the requirement itself. An institution's competence is its capacity to react in terms of a fixed order of stimuli. What is notable about the character of institutions is that their severely limited capacity for response to requirements which fall outside their fixed frames of reference exists precisely because incompatible requirements rob them of precedent, tradition and rules of order to inform their decisions. The robbery, in its turn places an enormous stress upon the institution itself. Forced to derive its insight into the ways and means of accomodating a strange requirement, the institution is in the position of depending upon a reactive capacity rather than upon a response capacity. At that point, the requirement becomes "a problem".

Since school systems are culturally derived institutions with all the characteristics institutions display, it is only a matter of almost instant perception to recognize what happens when a shifting cultural base generates unexpected, unprecedented, multiple and complex expectations most of which fall outside their fixed frames of reference and therefore, beyond the reach of reactive capacity.

In Toronto, some concrete examples of what this means are available.

a) It required just over five years from the time of the system's initial official contact between the now familiar "Grande" proposal and its realization as an experimental program at General Mercer School.

b) The proposal for Chino-Canadian Bicultural-Bilingual Program for Orde Street and Ogden Public Schools required eighteen months for realization.

c) The same kind of program in a Greek-Canadian format will have required two and a half years before it is operational.

It is important to recognize that these three examples represent a conscious, conscientious and deliberate attempt of a school system to respond to concrete, articulated educational requirements of specific ethnic groups. It would require an entire dissertation to describe the various dimensions of the concerted efforts to generate responsiveness in these cases. It is only possible to observe that by no means the least of these dimensions would be the impedative impact of the Toronto School System's own cultural history.

This fundamental incompatibility between the single cultural base of the school system's operation and the multicultural base of the community it serves accounts for the massive multicultural program question in the Toronto school system and the Work Group's direction of address. The "elimination of the cause" and therefore "the dissolution of the condition" that cause has generated rests in a conscious effort to develop a new responsive capacity which in its turn, will function to effect a realignment between the system's operation and its multicultural base. Obviously, there are massive implications in this direction of address since the intent is not to dislodge or dismantle the educational endeavour but to reaffirm it through the provision of all the new support structures, auxiliary staff and resources possible.

The text and the attendant recommendations which this segment of the Work Group's submission introduces to its readers represents an attempt to assist the Board of

Education for the City of Toronto and its staff in eradicating the cause of its multicultural dilemna.

II

THE MANDATE

On April 17, 1974, the SPECIAL COMMITTEE RE: EDUCATING NEW CANADIANS met to consider the disposition of the New Canadian Reception Program and Staff of Main Street School, since the school was scheduled for demolition. The Board's administrative staff recommended dispersal of staff and program to a number of local school based centres in the East end of the city. Numerous and vocal representations from students, parents, and graduates resulted in a rejection of this recommendation. Instead, the program and staff were transferred to Greenwood School. Among other decisions made at that meeting was a recommendation:

> That the Chairman of the Board convene a Committee of teachers, trustees, parents, administrative personnel, and students immediately, to study the philosophy and programs that will be adopted by the Board towards the New Canadian students and that an interim report be made to the Board by September, 1974.

The Board adopted the recommendation on May 2, 1974. A subsequent response to the recommendation resulted in the formation of an ADVISORY COMMITTEE ON PHILOSOPHY AND PROGRAMS FOR THE NEW CANADIAN POPULATION.

On May 23, 1974, the new committee brought its recommendations to the Board for consideration:

1. a) That the Advisory Committee on Philosophy and Programs for the New Canadian Population be renamed the Work Group on Multicultural Programs.

   b) That the Work Group consist of Trustees Atkinson, Cressy, Leckie, Lister, Meagher, and Ross.

c) That the Work Group's Terms of Reference be:

i. To investigate and explore the philosophy and programs related to the City's multicultural population. This must include consultation and involvement with staff, students, parents, and the community at large.

ii. To examine current practices related to the operation of the Board's multicultural programs.

iii. a) To recommend to the Board long-range policy related philosophy and programs.

b) To recommend to the Board implementation procedures for the above.

c) To consider the financing and structural needs determined by the proposed policy.

d) That the Work Group divide itself into 2 sub-committees:

i. Chaired by Trustee Ross: Sub-committee on Operations.

ii. Chaired by Trustee Leckie: Sub-committee on Philosophy and Programs.

e) That the Sub-committee on Operations report on Item (ii.) of the Terms of Reference;
That the Sub-committee on Philosophy and Programs report on Item (i);
That the whole Work Group consider Item (iii).

f) That the following budget be approved for the Work Group: $12,000 - $15,000 to provide for the services of a staff members at the level of principal or equivalent, for six months; $5,000 - $7,500 for the provision of part-time secretarial assistance, for a period in excess of six months; $1,000 for advertising and supplies.

III

THE CONSULTATION PROCESS

For details on the Work Group's progress and activities to January, 1975, please refer to the YEAR END REPORT ON THE ACTIVITIES AND PROGRESS OF THE WORK GROUP ON MULTICULTURAL PROGRAMS, Appendix B.

After the Christmas break the Work Group's activity intensified and expanded the consultation process. At the first meeting in January of the new Board of Education for the City of Toronto, the mandate of the Work Group was renewed and three new trustees were added. (see Appendix B, page 8). The Work Group struck out in some new directions as well. Since the time of that report the Work Group:

1. Continued to accept briefs from interested groups and individuals, from schools and from various ethnic communities;
2. Continued to hear oral presentations from school and community groups as well as from individuals;
3. The Chairman of the Work Group along with staff met regional officers of the Multicultural Branch of the Department of the Secretary of State;
4. The Chairman of the Board and the Chairman of the Work Group travelled to Ottawa to consult with Mr. Stewart Goodings, Mr. Michael Andrassy, and Ms. Phyllis Fien, staff members in the department responsible for the administration of the Federal Government's Multicultural Programs, (Appendix H);

5. Continued correspondence with Mr. John Munro, Federal Minister of Labour; Mr. Hugh Faulkner, Secretary of State; Mr. Robert Welch, Provincial Minister of Culture and Recreation; and Mr. Thomas Wells, Provincial Minister of Education;

6. Readers will recall an observation the Work Group made in its January Report (page 8) on the progress it had made in attempting to engage Government Ministries in serious discussion about the possible relationships which might exist between decisions the Board might make in the area of multiculturalism and present or future Provincial and Federal policy in the same area:

> "Results of attempts to engage Government Ministries and Party Caucuses in this fashion have not proved encouraging. The Work Group is now endeavouring to set other more diversified strategies in motion to bring about these critical contacts."

To develop more effective contact and especially subsequent communication with Government Ministries, the Work Group addressed a special letter of request for consultation to 12 Provincial and 10 Federal legislators representing Toronto constituencies along with a series of questions for response. The intent in approaching the problem in this fashion was to formally initiate a personal contact as the first phase of an attempt to engage the two levels of government in solid interchange centred on the question of education in Toronto's multi-ethnic community.

The second phase involved each of the trustees on the Work Group in an undertaking to contact the legislators personally and to pursue the issue in terms of the question sheet which accompanied the original letter. The letter, the question sheet and the names of the 22 legislators are available for examination in Appendix C;

7. On May 3, the Chairman and other trustees of the Work Group met with members of the Federal government who represent constituencies in the Metropolitan Area (METPAC) to discuss the many interests and concerns associated with the issue of education for a multicultural urban complex;

8. Trustees of the Work Group assumed the initiative in bringing staff into meetings with ethnic groups in their wards for the purpose of clarifying the intent and interests of the Work Group, providing advice on the formation of briefs and generally encouraging participation in the Work Group's undertaking;

9. Trustees and staff continued to meet with various departments such as the Guidance Department Heads and Student Service personnel for discussion and consultation centering on the nature and implication of specific support functions relating to the school system's involvement in the education of immigrant children;

10. There were special meetings with Area Superintendents and Assistant Area Superintendents as well as meetings with the Director and the Associate Director;

11. Work Group trustees and staff met with numerous Secondary School staffs upon invitation to clarify understanding, respond to questions about the Work Group's procedures and intent, as well as to discuss any concerns which they felt required articulation;

12. Work Group staff met with Mr. Gary Van Dop, Counselling Consultant, Ontario Regional Office, Federal Ministry of Manpower and Immigration for a lengthy exploratory discussed centred around those areas of multiculturalism in which his office and the Board of Education for the City of Toronto share concern and interest;

13. Work Group staff met for some time with Professor Dante Torelli, Education Officer of the Italian Consulate in Canada, for discussions and exploration of possibilities for co-operation between the Board and his office in the development of Italian language and culture programs which might become available for the children of Italian parents in the public schools. At present the Consulate supports programs in the Separate School System;

14. In accordance with a separate method the Work Group developed to generate as candid an information source as possible, trustees and staff attended meetings of specific ethnic minority groups. These meetings were

designated as "listening-in" sessions. Their purpose was to permit the Work Group to listen to ethnic groups discuss the issue of multiculturalism and education but not to participate in the actual discussion, see Appendix D;

15. In addition to the more or less specific activities directed toward the achievement of as broad a consultative base as possible, trustees and staff either individually or in various combinations participated in countless Professional Development Day seminars, panels and other forms of communication assemblies in elementary and secondary schools which devoted such sessions to discussion of the multicultural issue. For example, every member of the Work Group spent all of Federation Day involved in various teacher workshops across the city;

16. The Work Group met with representatives of the Metropolitan Toronto Police Department's Youth Bureau and Community Bureau to explore the general issues of the city's multicultural population in an effort to determine common areas of concern and to ascertain the ntaure of police experience with the relatively new urban cultural configuration;

17. The Chairman of the Work Group and staff met with Mr. Malcolm Rowan, Deputy Minister in the new Provincial Ministry of Culture and Recreation to request the material co-operation of the Ministry in the

Board's endeavour to meet the growing educational needs of Toronto's multicultural community;

18. Members of the Work Group met with the Inner City Work Group to exchange information on the involvement in multicultural affairs of both groups as it relates to the inner city syndrome and to discuss issues of mutual concern to both groups;

19. The Work Group met with the French Work Group to discuss the critical issue of compulsory French Language Instruction for extra Anglo-Canadian minority students. As a result of the meeting, the Work Group on Multicultural Programs submitted a formal position paper to the French Work Group. (Appendix G)

IV

THE RESPONSES

That the general issue of education in a multicultural society assumes a position of major significance in both the schools and in the general ethnic community of the city is reflected in the sheer weight and diversity of responses to the Work Group's consultation endeavour.

In all 128 written submissions of observations, opinions, concerns, requests, suggestions and recommendations came to the Work Group for consideration.*

1.	ELEMENTARY SCHOOLS	20
	OTHER ELEMENTARY BRIEFS (individual teachers and principals, groups of teachers, Federation, etc.)	15
	TOTAL ELEMENTARY	35
2.	SECONDARY SCHOOLS	8
	OTHER SECONDARY BRIEFS (individual teachers, librarians, principals, vice-principals, department heads, students, etc.)	14
	TOTAL SECONDARY	22

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* Briefs received as of April 23, 1975.

3. CENTRAL (155 College Street)

SUPPORT SERVICES	17
CURRICULUM (General)	5
CURRICULUM (E.S.L.)	6
TOTAL CENTRAL	28

TOTAL SYSTEM BRIEFS	85

4. COMMUNITY; Individual, Informal Groups, Organizations

Black	3	Polish	5
Chinese	5	Portuguese	3
East Indian	1	Serbian	1
Greek	4	Slovakian	1
Italian	1	Ukranian	1
Japanese	2	School-Community Organizations	3
Lithuanian	1		
Native People	1	Others (Individuals)	6

Opportunities for Youth	5
TOTAL COMMUNITY BRIEFS	43

TOTAL WRITTEN SUBMISSIONS

ELEMENTARY	35
SECONDARY	22
CENTRAL	28
COMMUNITY	43
	133

Of the groups, organizations and individuals from the system and the community who had submitted written presentations, 31 appeared before the Work Group to discuss their submissions. These sessions centered on specific details of the briefs and provided the trustees with an opportunity to test various possible alternative structures and strategies for resolving specific multicultural issues. It should be understood that a brief in the definition of this report consists of submissions which range from comments and recommendations typed on a single sheet of paper to a fully developed thesis document of considerable density and complexity.

In addition to the 128 written briefs, there were 11 other formal but unwritten submissions, addressed to the Work Group directly. Ten of these respondents were individuals. The exception was the Area Superintendents and Assistant Area Superintendents who met as a body with the trustees.

Of interest in relation to the written briefs which the ethnic community submitted is an observation on the range of coverage they actually represent. The record that some 13 ethnic minority groups account for 29 written briefs tends to be misleading. The Italian submission, for example, represents the opinions of three distinct groups. The Ukrainian community, another example, deliberately set out to avoid a proliferation of briefs originating from distinct groups and organizations within the general community and made that intent known to the Work Group. As a result, the single Ukrainian brief is a composite presentation from numerous separate organizations which make up a major segment of that community. While it is virtually impossible to calculate precisely the number of separate organizations within a given ethnic minority group, it is possible to realize that by and large the briefs on record represent federations and associations which function as "umbrella" groups each of which can consist of anywhere from two (2) to twelve (12) or more separate ethnic organizations.

If the number of written and oral presentations provide some immediate quantitative indication of the significance which the schools and their communities assign to the subject of the Work Group's examination, the work of consultation which has not resulted in formal submissions has functioned to provide further quantitative amplification of that significance. The "listening-in" or "eavesdrop" sessions described as one of the consultation strategies in the preceeding section, involved discussions with six (6) ethnic minority groups at seven (7) meetings. The Spanish Speaking Latin American Community called two (2) separate meetings for this purpose. In effect, these sessions served trustees as a vehicle for more personal and affective understanding of the multicultural issue as a whole. In that sense, these sessions are also the source of the "briefs" which formed part of the context for the Work Group's deliberations.*

To record all the casual and random visits of all Work Group members to schools where they participated in Professional Development activities, special seminars convened through the initiative of an individual school principal or staff, or where they delivered lectures as a result of a private invitation would prove to be an impractical, if not impossible, undertaking. However, it is possible to record the more deliberate and formal visits. These visits were the results of formal approaches from school staffs and principals to the Work Group as a whole on one hand, and specific Work Group initiatives which requested the opportunity to observe New Canadian Programs on the other. This category records visits to eight (8) schools for the specific purpose of observing all phases of New Canadian Programs in operation and sixteen (16) visits to schools for the purpose of discussing education within the context of the schools' direct experience with children of immigrant parents. Since the visits which were directed specifically to program observation involved fairly lengthy and sometimes intense discussions with staff on both the issue of English as a Second Language Learning and the question of appropriate response to the educational requirements of a multicultural society, they also fall into the category of consultative visits. For the record, that fact registers twenty four (24) formal visits to schools. As do each of the "listening-in" or "eavesdrop" sessions, each of these visits constitute another brief for the Work Group's consideration.*

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* Written reports of some of these sessions are available in Appendix D.

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* For a list of schools in this dual category and some reports of visits to them, please see Appendix F.

V

WHAT CONSULTATION TELLS US

The first and clearest observation available to the Work Group as a result of its consultation process is that the body of submission resist traditional analytic procedures.

As a consequence, attempts to develop any form of graph or other grid which might provide some visible taxonomy of opinion and recommendations from the schools and the multicultural community would register nearly as many different categories as there are recommendations and opinion. A perfect example of this resistance occurs in the case of assessment. Virtually every presentation agrees that some form of new approach to the assessment of immigrant children's previous educational experience is imperative if the school system is to improve student placement accuracy. However, what assessment means, where it should occur, how it must proceed, generates a virtually endless number of assessment categories each of which could very easily register only a single suggestion or recommendation. So prevalent is this condition that multiplying categories produces a hopelessly complex taxonomy of such mammoth proportion that it loses all value for the deliberation process.

Nevertheless if the detailed nomenclature of the brief is confusing and inundating, the message is clear and unmistakable. Multiculturalism is an organic reality which forms the basis for the ordering of all human affairs in the Toronto community at large. Multiculturalism is _not_ an organic working reality which forms the basis for the ordering of the Toronto school system's operation. Furthermore, the text which consultation has produced informs us quite categorically that MULTICULTURALISM is action. Its referent is not so much populations of separate and distinct characteristics as it is relationships between the distinct characteristics themselves. The distinctions are active. The school system and the distinct characteristics of the population it inherently represents is inextricably involved in this organic complex of relationships.

It is an active force in the organic complex of relationships identified as MULTICULTURALISM. The amorphous, multiguous configuration of the text which consultation has written is nothing more and nothing less than the resonance resulting from the total action.

A not too surprising characteristic of distinction itself, as it relates to the concerns of this report, is the role an individual's or a group's race plays in the dynamics of MULTICULTURALISM. The habit of identifying visible minority groups on the basis of race rather than in terms of national origin is inherently, to risk terminology, a racist habit. Thus, it is the stated intent of this report to include the understanding that the social context of the Toronto Board of Education's undertaking is MULTIRACIAL as well as MULTICULTURAL.

The multiplicity of messages which arise from briefs and from school and community meetings, provide an understanding from which it is possible to detect "core issues" within the organization "multiculturalism". They are expressions of co-ordinates of the action which identify MULTICULTURALISM itself.

The Work Group has classified these as:

THE ISSUE OF

1. ENGLISH AS A SECOND LANGUAGE;
2. EDUCATIONAL OPPORTUNITY DEFICIENCIES;
3. MAINTENANCE OF ORIGINAL CULTURES AND LANGUAGES;
4. THE THIRD LANGUAGE;

5. MULTICULTURALISM AND THE GENERAL CURRICULUM;
6. SYSTEM SENSITIVITY;
7. COMMUNITY-SCHOOL RELATIONS AND THE MULTICULTURAL SOCIETY;
8. THE RESPONSIBILITIES AND ROLE OF SENIOR GOVERNMENTS.

ISSUE 1

ENGLISH AS A SECOND LANGUAGE

With the exception of the Greco-Canadian and the Chino-Canadian Bilingual/Bilingual Immersion Programs, which were only recently established, the Board's response to the issue of education for the children of immigrant parents has by and large assumed the traditional form of providing them with English or Second Language classes. While the strategies and the techniques the system employs have moved from a position of strict language instruction to that of a more organic and developmental character which reoriented the thrust from language teaching to language learning, New Canadian Programs remain, at this writing, outside the context of MULTICULTURALISM.

What consultation, especially with schools and administrative staff, tells us about E.S.L. programs for immigrant children generally is that they remain underdeveloped, fragmented, inconsistent, by and large haphazard, and as a consequence, inadequate. This is perhaps because they have functioned as a form of address to a side issue in the context of the school system rather than as a form of address to a "core issue" in the context of MULTICULTURALISM which forms the actual base of the system's operation.

The chief source of opinion related to present New Canadian E.S.L. programs consists of both regular grade and E.S.L. teachers, some school principals, general curriculum staff and New Canadian departmental staff. A general synthesis of this opinion is that, by and large, most regular grade teachers and many E.S.L. teachers have not understood the philosophical base of the New Canadian Program Department's Cultural Immersion policy; that the system has not provided adequate resources or opportunities for their understanding of the philosophy, or any clarification of either general strategies or specific methods related to its implementation. This opinion is most apparent at the intermediate and senior divisions.

Many teachers, though they spoke to the validity of Cultural Immersion as a principle for English as a second language learning, have nevertheless made it clear that it is one of three principles necessary to form an effective English language learning program base. These two additional priciples are:

1. Integration of material and language learning elements which reflect the students' own cultural heritage;
2. Introduction of reading, writing, grammar and syntax at appropriate levels as the immigrant student's school career progresses.

Apart from this observation, teachers generally have submitted the opinion that since the very beginning of "New Canadian Program", the operation itself has laboured under handicaps which the system would never have tolerated in any other of its educational endeavours. They describe these as:

1. Insufficient number of E.S.L. teaching staff;

2. Insufficient number of consultants;
3. Generally inadequate initial teacher education at teachers' college in,
    - world cultures and life styles
    - sociology and anthropology, communication and human relations
    - strategies and techniques;
4. Insufficient in-service education opportunity in the area of New Canadian Programs;
5. Inadequate communication and explanation of the the Board's New Canadian philosophy and policy;
6. Fragmented and uneven authority in the administration and implementation of the Board's New Canadian philosophy and policy;
7. The low status of New Canadian teachers resulting from the longstanding and system wide habit of too often shunting teachers of less than average competence into E.S.L. classes;
8. The longstanding and general habit of utilizing New Canadian teachers as "casual" or "occasional" staff to "fill in" for absent regular grade teachers, at the expense of the New Canadian student. Included in the observation is the practice of utilizing E.S.L. teachers to reduce P.T.R. in regular grade classes;
9. The use of E.S.L. allotment numbers to employ teachers for other segments of the school and/or area program operation;

10. The lack of any comprehensive system-generated publication which could provide advice, explanation, alternative program possibilities, and general methods and techniques applicable to an established philosophy and policy.
11. The influx of immigrant students from English speaking countries (e.g. West Indies, Pakistan, Guyana and Trinidad) is a source of increasing concern because:
    a) There is virtually no well developed and co-ordinate resource available which would enable an appropriate response to this influx,
    b) The established priority system for the allocation of E.S.L. teachers from the general Metro teacher establishment,
    c) The absence of any special E.S.L. teacher establishment in addition to and outside of the numbers of actual teachers generated through the provincial and subsequently through the Metropolitan Teacher Allocation Formula;
12. In terms of its own access to resources, its size and its line relationships with the system as a whole, the present establishment of New Canadian Programs (Department) lacks real capacity to generate adequate solutions to the general problem of which the preceeding observations and comments are specific dimensions.

Since the majority of E.S.L. teachers work in the system's elementary panel, these observations apply most generally to New Canadian Programs at that level but it is weighted in the intermediate and senior divisions where there are ethnic minority student populations of appreciable density.

At the secondary school level - staff, principals, vice-principals, and a majority of the few teachers who are specially designated as E.S.L. teachers are in general agreement with the elementary level on the need for increased assistance and more competent E.S.L. teaching staff. Some secondary schools, guidance staff and Area Superintendents see the solution to the E.S.L. issue in the establishment of reception schools which would function in much the same manner as the Greenwood School in the eastern half of the city.

Level I, II and III schools voice a special concern in relation to the staffing formula and it arises from the now familiar Provincial and Metropolitan expectation that E.S.L. staffing will depend on teachers that are available after other subject areas have been provided for. Because such schools are already staffed at a particular P.T.R. to accomodate the special requirements of Level II and III students, accomodating E.S.L. students in reality means shifting teachers and students to the certain risk of detriment or discontinuation of the programs which insist on at least as low a P.T.R. as the E.S.L. program. The already limited option of "packing" some subject classes in order to generate teachers for withdrawal E.S.L. classes is not as readily available to Level II and II secondary schools as it is to others.

The Senior and Adult Immigrant Student and Cultural Immersion

It has been noted that the operational principle of direct language learning through experience in the culture generating the language finds general agreement as one component in the development of language and academic proficiency. However, many of the respondents raised questions of program development compatible with the needs and expectations of senior and adult students. The questions arise in relation to the emphasis that should be given to other areas of communication skills, in addition to oral language competency. What stress should coding/decoding (reading and writing) and the decorum subjects (grammar and syntax) receive?

The requirement, as the Work Group's consultation defines it, is to promote program strategies and structures which will effect the integration of language competence development with the development of reading and writing (language transfer) and grammar and syntax (decorum) as the student moves from the primary through the junior and intermediate levels to the senior division of the school system. Obviously, depending upon the level at which they enter the system, some form of response adjustment is necessary to accomodate their particular needs in all four areas of language learning.

The Toronto school system has established a number of irregular hour New Canadian Programs (E.S.L.) in addition to its regular in-school program. Summer sessions for elementary and secondary school students and both summer evening and day programs for adults are available as a New Canadian operation. There are day sessions for adults operating in 4 centres as well as evening sessions for adults operating in 13 centres during the regular school year.

The Work Group's observation of these programs and its discussions with staff have developed some understanding in relation to needs and possible adjustments in this segment of New Canadian Programs. Staff and administrative people who operate the normal year and summer day sessions for adults and summer sessions for elementary and secondary school students center their concerns around many of the items listed in this section of the Report as concerns of staff and administrators involved with the regular in-school New Canadian Programs. The requirement for more material resources, access to consultant assistance, more human resources for in-service teacher development, more access to concrete suggestions on methods and techniques through consultant contact and certainly more initial teacher education courses in adult education, cultural understanding, language learning theory, etc. all arose as matters for serious consideration.

While observation of these various programs demonstrated that a flexible Cultural Immersion program operates successfully in full time day sessions for adults, the part-time evening sessions do not appear to be as successful.

The fact that evening sessions are evening sessions, with all this imports for both adult students and teachers, may be the operative factor accounting for the difference and for suggestions that the programs might improve if they fell back on the more traditional, indirect language learning theory involving tightly organized instructional methods as an operational base.

Deliberation on the information, observations, conclusions and recommendations which cohere around the "core issue" of New Canadian English as a Second Language Program makes it evident that fundamental adjustments are imperative for two significant reasons. One is to provide a new direction of thrust in an effort to locate the endeavour itself in the context of MULTICULTURALISM as a continuously active process which orders all affairs of the Toronto community at large. The other is to develop operational cohesion and direction to programming as a whole in an effort to provide it with a viability which in its turn will generate maximum English language learning opportunities for the city's multi-ethnic population in terms of access and effectiveness.

Obviously, these adjustments involve some restatement of E.S.L. philosophy, close attention to E.S.L. teacher staffing procedures, redevelopment and reorientation of support group services, E.S.L. teacher education and qualifications, in-service opportunities, development of appropriate guidelines, material support, and overall reallignment of budget allocation procedures.

The Work Group has initiated some limited measures as first steps toward fulfillment of these requirements. During the past six weeks, trustees of the Work Group have spent a considerable proportion of their time in delineations addressed specifically to the Metropolitan School Board staffing and budget formulae. As a result of these deliberations and discussions it is now expected that there will be an increase of E.S.L. staff in Toronto schools of some 46 teachers. Though staffing priorities which the two teachers' federations are developing may effect some revision of this figure, it is not expected that the figure will shift drastically in one direction or the other.

If briefs from the large majority of both elementary and secondary teachers tell the Work Group anything, it is that teachers will support this staffing priority.

At its meeting on April 10, the Board of Education for the City of Toronto struck the final budget for the school year 1975-76. Item 17 of that budget is a Multi-Cultural Work Group contingency fund of $135,000 of which

$61,682 is allocated for secondary schools and $73,318 is allocated for elementary schools. At this writing, details are not available relating to the disposition of these funds in the area of general New Canadian programming, but it is expected that some percentage of it would relate specifically to the E.S.L. segment of the Board's total program for immigrant children and their parents.

RECOMMENDATIONS

The Recommendations which follow represents the Work Group's perception of additional measures necessary to ensure the development of sound educational opportunities to meet the language and learning as well as the subject upgrading (booster) requirements of the immigrant student.

Recommendations relating directly to E.S.L. and subject upgrading teacher staffing occur under Issue 6 - System Sensitivity.

A. GENERAL

The two following recommendations apply only to Secondary Schools.

It is recommended that:

1. Each secondary school in Areas 1, 2, 3, and 4 provide reception and transition programs for their immigrant students.
2. That in all secondary schools students receive "credit" for E.S.L. programs, both reception and transition, that fulfill the requirements contained in H.S.1.

The following recommendations apply to all schools

It is recommended that:

1. The Board formally adopt the integration of the following three principles as the supporting philosophy for English Language Learning for immigrant students,

    a) Cultural Immersion,

    b) Basic coding/decoding (Reading and Writing) and the decorum skills (grammar and syntax),

    c) The recognition in E.S.L. programming of the place of material and learning elements which reflect the student's own cultural heritage.

2. Immigrant students should be integrated as soon as possible into those areas of the regular school program where they can experience success.

3. The Language Study Centre and its New Canadian consultants develop programs, materials, strategies, and staffing recommendations that are appropriate for assisting immigrant students during the critical ages from 11 to 16.

4. Suggested program guidelines be provided for all teachers in E.S.L. and subject upgrading (booster) programs at all levels.

B. TYPES OF PROGRAMS

REGULAR SCHOOLS - Day

a) Junior School (Grades 1 - 6)

It is recommended that:

1. Immigrant students entering the system at this level be withdrawn to a special program as determined by staff and agreed to by the family. The daily period of withdrawal will vary from a half-hour to a half-day, depending on need.

2. Students in the junior division, particularly in Grades 5 & 6, be withdrawn for half-day periods until their English and/or basic academic skills are adequate to enable them to participate successfully with their peer group in the regular program.

3 Schools experiment with other strategies, including Reception classes.

4. All such programs to include two components, E.S.L. and subject upgrading (booster) to meet the needs of both English speaking and non-English speaking immigrant students.

b) Senior and Secondary Schools

It is recommended that:

For Reception Classes

1. The major component of the program in these classes will be E.S.L.

2 Students to be placed full time in these classes.

3. Where feasible participation is to be arranged with regular students in programs such as Physical Education, Music, Home Economics, etc.

4. As soon as English language competency has reached a level that will permit successful participation in significant sections of the regular program, the student will be transferred to the next stage.

For Transition Classes

1. This is to be organized on a withdrawal basis in order to provide second phase language learning and up-grading of basic skills (booster programs).

2. The time spent each day in regular classes depend on the needs of each student. This should be decided in consultation with all staff involved, particularly E.S.L. and guidance teachers, and also with students and parents.

3. The extent and duration of this withdrawal program to be flexible and evaluated at regular intervals.

REGULAR SCHOOLS - Summer

a) Elementary Schools

It is recommended that:

1. Where feasible, each individual elementary school provide a New Canadian summer program.

2. Where feasible, local school staff, with a particular interest in E.S.L. and in working with immigrant families, staff such programs.
3. The Board investigate the possibility of developing suitable language development programs for students under age 7.
4. That funds from the Professional Development Account be made available so that all teachers employed in the summer program will be provided with an in-service program.
5. The Superintendent of Curriculum report to the School Programs Committee on the possible advantages of linking the Summer Enrichment Program and the New Canadian Summer Program in 1976 in schools which in 1975 offered separate programs.

b) Secondary Schools

In the summer of 1974, at Greenwood School, the Board offered for the first time to secondary level New Canadian students a full English credit in E.S.L. This program was well received and will be offered again in 1975 at Castle Frank School.

It is recommended that:

1. In 1976 this credit program be offered at a number of secondary schools strategically located throughout the city.

ADULT PROGRAMS

It is clear to the Work Group from discussions with both staff and with students, that the Board should make a major effort to clarify aims, expand strategies and programs in the field of Adult E.S.L. teaching.

It is recommended that:

1. The administrative person charged with responsibility for the adult evening E.S.L. program bring to the New Canadian Committee, by December 1, 1975, recommendations to ameliorate these concerns.

2. The Language Study Centre provide assistance in developing programs and strategies for teaching English as a second language to New Canadian adults.

3. That grouping be permitted in response to specific school needs.

4. The Board, through its School-Community Relations Officers, initiate an outreach program to encourage adult New Canadians to participate in its English classes.

5. Wherever possible, adult evening programs be offered at the local level.

6. That where recommendation 5 is practical, the school staff be intensively involved in both the development of the program and in staffing.

7. Teachers with a thoroughgoing interest in the curriculum areas of E.S.L. as well as a desire to work with community should receive first consideration in staffing.

In discussing with staff some of the new local school adult E.S.L. programs, it is apparent that a major consideration is the provision of childcare for younger members of the family. This is particularly true when mothers are involved. One school attempted to solve the problem by keeping the library open for doing homework and playing quiet games, and by using a kindergarten for younger children. Volunteers, with all the organizational restrictions inherent in this form of staffing, were used.

It is recommended that:

8. The Board request the Citizenhsip Departments, Federally and Provincially, to fund a child care component of adult E.S.L. programs.

9. Moneys from the Provincial Development Fund be used to provide in-service programs for teachers in Adult programs, particularly at the beginning of the term.

10. Consideration be given to utilizing the library in schools with adult E.S.L. programs.

In its visits to schools to observe adult E.S.L. programs, it was evident that the effectiveness of many of the classroom programs was delimited by the number of adults enrolled. In some classrooms, all desks were taken and some students were sitting on tables.

Therefore, it is recommended that:

11. The Board establish as the staffing formula for Adult Programs the one passed by the Board for the "Working English Program".

12. The Director, in consultation with the Work Group on Multicultural Programs, recommend an appropriate procedure for administering adult E.S.L. programs.

C. THE NEW CANADIAN PROGRAMS DEPARTMENT

It is recommended that:

1. In order to promote the development of comprehensive language programs to meet the educational needs of all students in a multicultural community, the Language Study Centre assume responsibility for program development in the field of "language arts".

2. The number of New Canadian consultants be increased to a total of 6.

3. The status of these consultants to be as follows:

Consultants	5
Consultant with status of Assistant Co-ordinator.	1

4. In addition to assuming the function of co-ordinating New Canadian programs within the Language Study Centre, the Assistant Co-ordinator will also fulfill the role of New Canadian consultant in Area 6.

5. The New Canadian consultants be responsible to both the Area Superintendent and the Language Study Centre as described below.

Responsibilities of the Assistant Co-ordinator, New Canadian Programs, Language Study Centre

1. With the help of the New Canadian consultants to assist the Director of the Language Study Centre in the establishment of coherent and comprehensive program policies in the area of English language learning for children of immigrant parents.
2. To assist Area Superintendents in the implementation of the above policies to meet program needs of each of the six administrative areas in the Board.
3. To assist Area Superintendents and their New Canadian consultant in developing a comprehensive and intensive in-service program for their New Canadian staff.
4. To be responsible, where appropriate, for co-ordination of information dealing with all aspects of New Canadian programs throughout the City of Toronto.
5. To meet regularly with Area Superintendents to ensure that New Canadian programs in City of Toronto schools are subject to consistent scrutiny with respect to both stated policy and implementation.
6. To actively seek an effective liaison with secondary school English heads and to attend their meetings.
7. To assist English departments in secondary schools with the development of E.S.L. credit courses for Ministry approval.
8. To be a member of the Central Curriculum Council.
9. To be responsible to the Director of the Language Study Centre for the general planning and supervision of all programs designed for New Canadians, including those at General Mercer, Orde, Ogden, Frankland, and Jackman.
10. To co-operate with each Area Superintendent in the annual preparation of a program-based budget for New Canadian work in the Area. The cost of New Canadian teaching personnel would be included in this

budget, so that the total cost of the New Canadian program would be readily computed.

11. To work closely with each Area Superintendent in program development and staffing in all New Canadian adult programs.

Responsibilities of the New Canadian Programs Consultant

To the Area Superintendent:

1. Responsible to the Superintendent for making all teachers aware of current Board policies in the area of English language learning for children of immigrant parents.

2. Responsible to the Superintendent for developing and implementing New Canadian programs in the Area schools that are compatible with Board policies. If modifications of those policies are requested as a result of specific needs by teachers, students, and community, to be prepared to articulate specific reasons for such differences.

3. Responsible for arranging intensive and comprehensive in-service courses and meetings for New Canadian teachers within the area.

4. Responsible for working closely with the School Community Liaison Officer in interpreting Board philosophy and programs to the community.

To the Assistant Co-ordinator, Language Study Centre:

1. The New Canadian consultant would be responsible for contributing to the development of Board policies and program development for the city.

2. The consultant would attend regular meetings called by the Assistant Co-ordinator to discuss and revise city-wide policies and to report on specific developments in teaching methods, curriculum and class organization within each Area. In this way the Language Study Centre would continually be revising and making more specific its policies and program guidelines in the light of insight derived from experience within each Area.
In turn, each consultant would benefit from discussions with other consultant and could take new ideas to h/er Area.

D. RECEPTION CENTRES

The question of Reception Centres as self sustained and separate entities in the Toronto school system renders it necessary for the Work Group to consider it as a distinct operational issue in the context of MULTICULTURALISM. As a result of this necessity, the Work Group has decided to enter its response to the question of Reception Centres separately in this segment of its Report.

AREA 5 RECEPTION CENTRE

In 1965 the Board established Main Street School as a Reception School for New Canadian students. In the intervening ten year period, under the leadership of three different principals, the staff has developed a wide range of techniques and materials in its search for the best possible programs for immigrant students.

The composition of the immigrant community in the East End has undergone major changes in the last few years. Many are English-speaking immigrants, who are having major adjustment and achievement difficulties in our schools. As a result, there is a need for Greenwood School to adjust its program to reflect the educational needs of a changing demographic student population.

Therefore, it is recommended that GREENWOOD SCHOOL,

1. In collaboration with school principals and the School Community Liaison Staff, develop a program for implementing the recommendations relating to receiving procedures, assessment and orientation of New Canadian families as outlined in this Report.

2. When new families are "received" at Greenwood, refer younger students to the appropriate junior schools.

3. Provide for the secondary schools in Area 5 a reception and booster program for immigrant students until such time that it is felt they can successfully participate in regular secondary programs.

4. The Work Group encourages senior schools in Area 5 to develop their own reception and booster programs. However, the trustees recognize that in some cases this is not practical, either due to the fact that numbers of students are too small or because of lack of physical space. Therefore, Greenwood will continue to provide reception programs for some senior school students in Area 5.

5. Transfer students at the earliest possible time to the appropriate senior or secondary school in order that they have the opportunity to participate in "mainstream" programming as soon as the Greenwood staff and the family feel the transfer is appropriate. It is expected that senior and secondary schools will provide transition (withdrawal) support in areas of need in their own schools.

6. Assist senior and secondary schools in Area 4 in dealing with exceptional cases. When they are unable, because of an insufficient number of students to provide in-school reception classes. Such referrals should be made through the Area 4 Superintendent.

7. Act as an experimental centre for the development of reception, assessment, and orientation programs. Information which develops as a result of these programs will be shared throughout the city.

8. To act closely with the Language Study Centre in developing programs which can be shared throughout the system. There is a particular need for subject upgrading (booster) program development in relation to the needs of English speaking immigrant groups.

9. Provide a focus for New Canadian teacher education in the area of multiculturalism in Area 5.

10. Naturally evolve as a cultural reception centre in Area 5.

AREA 6 RECEPTION CENTRE

During the past 12 months, Area 6 has witnessed a steady increase in the number of immigrant students. Yet, although both students and staff are increasing, the numbers are still small and unevenly distributed in comparison to situations found in other areas of the city.

		March 1974	March 1975
Number of New Canadian students	Elementary	158	295
	Secondary	-	66
Number of New Canadian Staff	Elementary	3.5	5
	Secondary	-	1

At the elementary level, numbers of immigrant students have increased sufficiently to enable the employment of E.S.L. staff. Some work full time in one school, others divide their time between schools.

In the secondary schools, the situation differs. Student numbers are still so low that it is virtually impossible to provide reception and transition programs.

Therefore, it is recommended that:

1. Area 6 develop a Reception Centre to meet the following needs in its communities:
   a) Receive immigrant families;
   b) Co-operate with Area schools in the registration of immigrant students;
   c) Evaluate educational documents. With the assistance of parents and students, outline previous educational experience;

d) Make an initial assessment of educational achievement and recommend appropriate placement. This placement may be provided either at the reception centre or in the community school.

e) In the case of younger students this placement to be in the nearest school.

f) The reception centre will be responsible for the development and delivery of "booster" programs for all immigrant students. Such programs may be provided at the Centre itself.

g) The reception centre develop communication links with reference groups within their community. The latter can both advise and assist their staff in developing programs and interpreting needs.

h) A primary goal of the centre to be the integration of the immigrant students into main-stream educational institutions at the earliest possible time.

i) The centre, in co-operating with local school staffs, is to provide a comprehensive orientation program for Area 6 schools - organization, programs, supporting procedures, support services, etc.

ISSUE 2

THE ISSUE OF EDUCATIONAL OPPORTUNITY DEFICIENCIES

One of the traditions of school institutionalism is the tacit built-in assumption that uniformity and equality are synonymous in terms of educational opportunity provision. The reason for the assumption itself is buried in the history of western world development and the impact of the printing press and its subsequent influence as a mechanical model for the ordering of all human affairs during the course of that development. Recently, however, it has become evident that equal opportunity does not imply uniform operations and procedures at all; that uniform operation and procedures themselves create serious and lasting disadvantages in terms of access to educational opportunity. What the disadvantages are and how, in fact, they function depends upon the social, cultural and general experiential background of the individual concerned. In the context of this section of the report, the disadvantage includes all these background factors as they relate to educational experience generally. Educational Opportunity Deficiencies is a phrase developed out of the deliberations of the Black Liaison Committee to the Board as a reference to the uneven educational background of many immigrant students which leaves them deficient in some subjects as opposed to intellectually deficient or inherently incompetent to engage in academic work.

Although the issue of educational opportunity deficiencies has generated proportionately more discussion since the recent influx of West Indian and East Indian immigration, it has been an issue for some time. Certainly, as an issue, its applicability is not limited to these two ethnic minority groups. An example is that some Italian and Portuguese communities have established pressure groups to resist the streaming of their children to low level (II and III) secondary school programs. Much of this streaming results from the influence of factors other than actual intellectual competence. One of these factors is the Educational Opportunity Deficiency (E.O.D.) factors to the elimination of which the system has directed little consciously active effort. Nor is the issue only applicable to the extra Anglo-Canadian population. Indeed, one of the central problems of the now misnamed "inner-city" has always manifest itself as an educational deficiency problem.

The Work Group's consultation process revealed three basic, though not necessarily completely separate, types of occasions for response to the "deficiency" issue. One involves immigrant students from countries where English is the national language (West Indies, Guyana, Trinidad, India, etc.), another involves those students who have emigrated from countries where a language other than English is the national language. A third involves Canadian born students who speak English with some competence but whose parents and, in some cases, grand-parents are immigrants from countries where the national language is other than English. For all three groups of students, past educational experience has left some with major deficiencies in terms of prerequisites necessary to progress in their school careers. Such deficiencies occur most prominently in the subject areas of mathematics, reading and writing. The reverberations generated in other subject areas by lack of proficiency in these basic skills require little description and explanation in this Report.

An overwhelming majority of presentations to the Work Group from virtually all categories of personnel in the school system have addressed some form of observation to this issue, and a great many presentations from the community, especially the Black community, make similar observations. The need for extra energy to confront and describe this issue is clear to everyone. Senior and secondary school staff especially, to say nothing of the community, find the situation frustrating and with virtually no promise of resolution unless a basic strategy founded on a specific policy addressed directly to this issue develops to assist them.

Suggestions for solution from the briefs speak to the need for upgrading or "booster" opportunities in mathematics and the "language" arts in both elementary and secondary schools. Since most schools from both panels are more or less oriented to the principle of uneven academic profiles, this does not appear to pose any real problems in terms of individual student programming. The problem rests in terms of the range required. For example, a Grade 10 student who is performing at a Grade 5 level in the language transfer skills and at a Grade 3 level in mathematics places both the student and the secondary school in an untenable position. While a similar situation prevails for the senior elementary students, the problem of range is not quite as extensive at the junior school level, and it is certainly much less so at the primary level.

A parallel concern exists in relation to other subject areas for many immigrant students. Experience of the system and of the students demonstrates that a considerable proportion of immigrant students involved in E.S.L. programs of all description require some form of tutorial assistance in subjects which depend heavily on comprehension competence related to complex language, reading and writing usage. Examples are the language of instruction in mathematics classes, or the language of literary analysis. Though this area of concern is less intense and the experience of the teacher or the student involved with it is psychologically less damaging than that of basic educational opportunity deficiency, it is not less critical since it carries an inherent potential to become an educational opportunity deficiency issue if there is no effort to intercept it. The reason is simply that language usage, and some actual vocabulary in some cases intervenes between the student and the subject. This often means that achievement lags to the point from which there is slight hope of recovery.

Critical to the understanding of this condition is that it may very well be the manifestation of a difference in the culture of the school and the culture of the student. In some ways this condition is more insidious than that which registers the requirement for upgrading strategies described earlier simply because it affects students who demonstrate a reasonable capacity to manipulate their second language and even reasonable competence in coding the signals on paper and calling them off paper. This is the phenomenon which normally develops as a result of the imbalance which stresses instruction in the recognition and utilization of a given culture's communication media and neglects the requirements for immersion in the culture which generated them. Different cultures conceptualize differently; even the very concept of conceptualization and of its relation to learning is a cultural derivative. There are numerous ethnic minority groups in Toronto and in the schools for whom percept forms a far more reliable learning base than concept.

Though it is true that the second order of concern described above, and related to the issue of educational opportunity deficiency, applies to all three groups of students identified at the beginning of this segment of the Report, its most intense focus is on the group of ethnic minority children who were born in Canada but whose parents maintain a strong cultural position at home and in their community. The reason is that h/er cultural experience (immersion) occurs in one segment of h/er life while h/er experience with formal education occurs in another. It applies with equal force to the West Indian and East Indian immigrant student as well, quite apart from the relevance of their special requirement for upgrading ("booster") programs.

Thus it appears clear that in addition to a direct upgrading policy, there is also the requirement for a consistent and constant tutorial assistance policy to bring students through the critical period of cultural adjustment at whatever level in the school system such periods might occur.

THEREFORE, IT IS RECOMMENDED THAT:

1. The Board establish subject upgrading (booster) programs for immigrant students who require them.
2. That the Language Study Centre develop programs relating to the teaching of English as a Second Dialect.

ISSUE 3

ORIGINAL CULTURE AND LANGUAGE MAINTENANCE

This issue is a critical co-ordinate in the larger issue of MULTICULTURALISM and the role of the schools. However, while it shares that distinction with other equally critical co-ordinates, or "core issues", it is most clearly and obviously associated with the issue of MULTICULTURALISM and the General Curriculum (Item V) and Community School Relations and the Multicultural Society (Item VII).

The issue is critical in another sense as well. An overwhelming majority of briefs from school system personnel display a sympathy for the notion that it is the inherent right of the extra Anglo-Canadian population to maintain and cherish their original cultural heritage and their language in Canada. Simultaneously, most of these presentations on principle reject the generalization that the school system has any responsibility to become actively involved in the culture and language maintenance process itself. The grounds are that the business of the school is education and not the maintenance of cultures and languages other than French and English!

A dramatic exception to this general position of the professional educator is the position taken by the Executive of the Toronto Teachers' Federation in its interim position paper on 'Bilingual Education'. This five page brief, which the Federation's Executive presented to the Work Group in February, 1975, argues persuasively for the implementation of experimental bilingual education programs, and it consludes with two recommendations:

1. Bilingual and bicultural education programs, as defined in this report, be made available on an experimental basis, at selected schools;
    a.) to all newcomers requiring native language instruction until they acquire a minimal control of English,
    b.) to all students selecting it as an option.
2. Bilingual and bicultural programs be given a high priority and that the Toronto Board of Education provide necessary funds and adequate staff for such programs.

Teachers and other groups and individuals who may be interested in examining the details of this document will find it available in all elementary schools and from the Toronto Teachers' Federation.

On the other hand, presentations from the ethnic minorities contend, and some do so quite categorically, that since they are an integral part of the Canadian society, and therefore of Canadian culture, the schools ought to be held accountable at least to some degree, for the maintenance of their cultural heritage and their language and its transfer to their children as well as for the maintenance of either the Franco or Anglo-Canadian heritage and languages and their transfer. Simultaneously, none of these presentations assert any resistance or opposition to becoming "Canadian". The issue, from the perspective of the extra Anglo-Canadian ethnic population, is that Canada in its very demographic make-up is a pluralistic, multicultural nation, and that all Canadians are, as a matter of concrete, incontrovertible actuality, hyphenated nationals. They are somewhat nonplussed at the notion that such basic appelations as French-Canadian and English-Canadian are acceptable as a matter of course and that schools reflect these actualities as a matter of conviction. While the system briefs, including those that stress the E.S.L. issue, speak to the need to respect and appreciate cultures "other than our own", the multi-ethnic community wonders how respect and appreciation manifest themselves in an institution that outlaws its language and any organic evidence of its cultures.

What is most critical about this issue is that (along with the question of a third language as a medium of instruction and the question of ethnic representation in the teaching staff) it is one of the contentious issues to arise as an expression of position in the briefs. Indeed, it is dichotomous and represents a cleavage between the system as a whole and a majority segment of the city community at large.

As the reader perhaps knows there is already an experiment in progress which represents the limited beginning of an attempt to develop practical structural and procedural experience in the provision of cultural and language maintenance programs in schools as a concrete response to the needs of the ethnic minority populations. These are the Greco-Canadian and the Chino-Canadian Bicultural/ Bilingual Immersion Programs now underway at Jackman Avenue, Frankland, Orde Street and Ogden Public Schools.

It is appropriate here to report that the Chino-Canadian program is progressing well and proving its value not only to the Chinese and other students in direct educational terms but in several other spheres of critical importance as well. As the planners had hoped, the program is generating healthy influences in the spheres of alienation dispersal, psychological support of personal identity and in school-community relations. It is also providing the system with considerable insight into possibilities of aligning education with MULTICULTURALISM.

Attached to this section of the Reportis a statement of rationale which relates specifically to the Chino-Canadian Bicultural/Bilingual Immersion Program. While the statement contains a specific reference to the character of Chinese writing which is not applicable to other ethnic groups who do not employ caligraphy of this type in their written media, it is otherwise generally applicable to those other groups.

Rationale for Chinese-Canadian Bicultural/Bilingual Programs at Orde and Ogden Public Schools

Several distinct, but closely related advantages of the proposed Chinese-Canadian Bicultural/Bilingual Immersion Program recommend its establishment in the two schools for which it is intended.

It is generally known that school transmits A DOMINANT MESSAGE to the young personality for whom the cultural heritage which that institution represents is alien. In its simplest terms, the message is that the cultural heritage in which his personality anchors itself, is invalid. Silent, certainly, non-verbal, persistent and unmistakable, the message bombards his consciousness from all sides of the new cultural enclave manifest in the classroom, the hallways and the offices of the school, to say nothing of the blunt expectations, directions and instructions of the staff which control it. If he hears a familiar sound at all, it is more likely to be the voice of the ethnic social worker attempting to ease the shock of his new order of involvement. Or, if he is more fortunate, a teacher of like cultural heritage may be in the school, but may well have long since repressed everything about her heritage except, perhaps, the language, which she uses with caution and only in critical emergencies in order to aid the young student in the process of trading his own culture and language for a new culture and language as she herself has done.

While the young alien may be the subject of positive supportive efforts of the staff, the negative message imbedded in the cultural character of the environment itself is formidable and overwhelming. Even the very attention which teachers, lay assistants and social workers display for the purpose of assisting his transfer from one cultural world to another carries its own negative message. Regardless of the softness, sympathy, patience and subtlety of the coercion, the message of the intent is always the same: The student's cultural heritsge and, by extension, his very personality has little integrity and less worth; therefore, he must school himself to conform to the new life order in the cause of recapturing regcognition, greater worth and a healthier self image. The schooling implies the displacement and eventual dissolution of an original heritage. School, for the given student, is not a growth environment, but a transition medium.

The ultimate result of the institutional message and of the requisites it projects for the stability of the student's future in a new land is his relegation to an amorphously marginal half-life in the dim corridor somewhere between the two worlds which the mutually discrete cultures represent. Unable to participate in any meaningful way in the new culture and discouraged with the lack of meaning and value of the old, the student's perception of himself becomes that of a non-person. Under the weight of this perception of himself as a marginal non-entity, the student's psychological and emotional stamina and stability deteriorates to the point which renders his capacity for healthy, positive growth and development virtually inoperative.

However, this specific element of educational debility is simply one negative factor which operates to minimize his chances to benefit from growth and development opportunities. While his relation with the school is dissolving his personality to a marginal status, his experience is resonating in his home and affecting his relationship with his family. Anxious and determined to break through as a viable participating member of the new culture represented in the school, the new student draws apart from the culture and its meaning which his family, especially his parents and grandparents, represent. His repression of his cultural heritage entails a repression, sometimes subtle and sometimes not so subtle, of his parents as well. Now, to the destructive impact of marginality, he adds the guilt of rejection which forms still another concretion for the negative cast of his self-image. On their side of the relationship, the parents begin to feel, and react to, the impact of an alienation process. As their young begin to chip away at the periphery of their new culture, the parents discover that they understand neither the strange vocabulary those young bring

bring to the dinner table nor the tenor of their needs and wishes. Struggling themselves under the need to survive in an alien, and perhaps even a hostile land, they now feel the strain of relegation to second class figures in the life of their own children. As their young begin to develop a new language and a new understanding through their involvement in the new culture; the older generation discovers that the traditional family roles have shifted to the point that they are reversed. The reason is simply that the alienation process imports the role of the young as the pedagogues of the new culture. The young become the translators, the medium of explanation of everything from language to common, everyday happenings and procedures of the new world. The older generation experiences the ultimate humiliation of becoming their children's children with all the accompanying dissolution of status which the reversal implies. Of course, the new role is involuntary from a child's frame of reference, and while he might, in an immediate sense, "enjoy the advantage" of a new-found dependency in his parents, he is also the cause and witness of their humiliation and, simultaneously, the victim of his own shame of them. This somewhat inhuman condition is far from calculated to contribute to his capacity to grow and develop as a result of his opportunity to attend public school.

Which brings us to an intricate dual advantage which must certainly recommend the proposed bicultural/bilingual immersion program for the children of Chinese parents. The existence of such a program in the school would place a recognition of the integrity and worth of the Chinese culture within the child's frame of reference. Simultaneously, it would constitute the visible evidence of the school's respect for that integrity and worth. Secondly, to the older generation, the existence of such a program would represent compatibility between the home and school which involves a collaboration between the parents and the school in the education of their young rather than a cultural competition for their children's allegiance. The single function, alone, of the school as the instrument of communication maintenance, rather than as the cause of communication breakdown, between the parent and the child is worth all the effort the school, the Board of Education and the Provincial Ministry of Education can muster to establish the program.

The more indirect educational advantage for the child of this evidence and what it represents for both the child and his family is the far more healthy, emotional, psychological and social condition of the child's life and therefore a profound amplification of his capacity to grow and develop. The direct educational advantage is, of course, that it provides the child with a concrete, school-oriented opportunity to maintain his own culture as he adds another dimension to his life through his immersion in the new culture without the surgical shock of a restrictive cultural transplant.

These advantages rest in the concept of personal immersion in a bicultural/bilingual environment which permits the young psycho-physical organism to exist and develop according to what Aldous Huxley refers to as the amphibious nature of the organism's developmental potential First of all, that the young grow much more readily when that growth is predicated on pre-experience and its resultant learning is a familiar axiom in education. Building upon what a child has already learned because that learning forms a positive and stable plateau for future growth is a strategy which hardly needs more than mention here. It is a growth principle which forms a solid rationale for the proposed program. Secondly, it appears hardly necessary to argue for the academic advantage of such a program since what it promises is simultaneous development in two cultures as well as two languages. It has been well established that the young are inherently capable of benefiting from dual immersion cultural/language strategies naturally and spontaneously, Contrary to uninformedopinionation, the young do not suffer either personally or academically as a result of such immersion.

Still another academic advantage of the proposed program rests in the fact of its orientation in the Chinese culture and, incidentally, in the Chinese language itself. Obviously, this paper is not the place for either technical or even linguistic discussions about appropriate strategies for generating language learning in the young, but research is beginning to tell us about one such strategy which is appropriate as a recommendation for the proposed program: The very character of Chinese caligraphy makes it ideal as an operationally effective medium for developing reading competence in the young! There is a strong, if somewhat young, argument now growing in the literature on the mental processes which result in reading competence. The argument indicates that the very young achieve that competence if what they are reading is coded in the picto-graph forms used in Chinese writing. What the argument points out is that overall activity of Chinese reading, and writing, is inherently a sound learning process to which the young learner spontaneously relates with ease, enthusiasm and a maximum potential for achievement. It may well be, though it is yet too early to state with certainty, that buried in the very nature of Chinese writing there exists the potential for young people to learn the intricate skill of reading and writing English words and letters through the process of learning to write Chinese first! One possible explanation for this, apart from the shape of the code itself, is that in, of an by themselves, English letters, words and phrases, are only relevant to the affective life of the young through a cognitive screen while Chinese characters are directly relevant because, as economical as they are, they are anti-discursive representations of affective elements in the normal perceptual field. Spelling is not the base of Chinese language structure while the actual pictorial representation of a total affective phenomenon is. This is true whether the phenomenon is a dragon, a man or a thunderstorm which protects the man from the dragon.

Still another factor which recommends the proposed program is located in the specific area of school-community relations. Since the impetus for the programs, and the proposal which resulted from it, arose from the community as a direct expression of community need, the proposal itself represents an ideal opportunity for the school and the community to yoke themselves together to make at least some segment of the children's education a co-operative total community affair. It is necessary to point out that one of the chief features of the proposed program is the community's provision of volunteers to import the various facets of the culture, which the community represents, into the school. The direct involvement of these people with the growth and development of their children within the school environment cannot but accrue to the health of school-community relations. If the provincial government is to consider the interim report from its Select Committee on the Community Use of School Facilities as valid then it will be in a position to consider the basic tenor of the Committee's declaration that the school must reflect its community. The community reflected in the Chinese proposal is a Chinese community. A beginning of a functional reflection of this community characteristic in its school would be the establishment of the proposed program in the school.

The Toronto Board of Education approved this Rationale as a statement of its position on the "Core" issue of Original Culture and Language Maintenance on October 4, 1973.

RECOMMENDATIONS

As a reaffirmation of sound educational principles, the personal benefits to the immigrant student and h/er family and the value of programs described above to the MULTICULTURAL ideal, it is recommended that:

1. Bilingual-bicultural programs be expanded in response to specific community requests and felt needs;
2. The Board and the communities involved seek funding from the appropriate ministries of governments for these programs.

ISSUE 4

THE THIRD LANGUAGE

1. As a Language of Instruction

This segment of the Third Language "core issue" is a second area of contention which briefs from both the school system and ethnic minority groups have delineated. In many ways, however, it is less contentious than the issue of the system's responsibility in the area of language and cultural maintenance. The reason is that many educators agree with community opinion that the employment of a given third language for instruction provides distinct academic advantages to the ethnic minority student in that it enables h/er to continue h/er school career without the penalty of interruption. The third language would be a means of bypassing the language barrier which would normally separate the student from h/er subjects as a result of language differences. The proviso would be that the strategy would be valid until such time as the student developed competence in English.

The Board's experience with the "experiment in transition" at General Mercer Public School was an attempt to demonstrate the validity of this position. The experiment, which represents a revision of the now familiar "Grande" proposal, employed the Italian language as an initial language of instruction in a junior kindergarten program for Italian children. The purpose was to effect a gradual transition from the use of the Italian language to the use of the English language as the children proceeded from Kindergarten through the grades. The original plan was to have replaced Italian as a language of instruction with English by the time the children reached the end of Grade II. At this writing, the evidence is that the transition process is already complete, as the children approach the end of senior kindergarten. It is possible to draw the conclusion that the experiment has demonstrated positive results. However, there are some observers who would entertain reservations about the conclusion on the grounds that the age of the children involved is a contaminating factor in the experiment. The likelihood that children exposed to a second language at a very young age will develop competence in that language to the detriment, or even complete loss of their native language is exceedingly potent. In short, the transition may well have occurred in any case.

However, there are two certainties which have been clarified through the Work Group's consultation with the Italian teacher, the teaching assistant and other staff associated with the program. The program provided for a smooth and comfortable transition from 1st to 2nd language, and the side effect in terms of community-school relations were healthy and beneficial for the duration of the program. The very establishment of the experiment itself demonstrated to the school's Italian community that the school recognized the Italian language and culture. During the term of the experiment there was a definite and visible reflection of the community's culture and heritage in the school and in their children's school experience.

There is another advantage to the school of using a third language as a language of instruction, apart from those already outlined. Third language use reduces the frustration and anxieties which develop out of the school's concern for student progress while s/he is learning the second language and developing reading and writing skills upon which the success of h/er future school career so heavily depends.

Various urban jurisdictions in the U.S. have established working procedures for the use of the 1st language of ethnic minority students in their schools. Usually the decisions to do so were the results of Supreme Court rulings on issues brought to litigation through class actions. The consistent tneor these high court rulings is that the concept of equal educational opportunity carries with it the implication of equal right of access to such opportunities.

If the form or means of an educational institution's service delivery is such that it effectively negates the right of access, it also effectively contravenes the equal opportunity concept itself. Since the means of access to educational opportunity which school institutions employ is language, to employ a language the student cannot understand is, in effect to discriminate against the student and to proffer advantages and privilege to the student who can.

The visit of some of the Work Group trustees and administrative staff to the City of New York brought them into schools which employed a 2nd language as a medium for providing equal access to educational opportunity for

Spanish speaking children. The student spend one and a half hours each day in an interim E.S.L. program. Thereafter all their classes employ Spanish as a language of instruction. The ultimate intent of this procedure is to employ Spanish (the students' first language) both as a language of instruction and as a strategy for the maintenance of the students' original language. As the students become increasingly proficient in English language usage, the programs gradually move from using both Spanish and English as languages of instruction. In short the students proceed through their school career as true bilingual students.

Two conditions prevail in Toronto which function to veto any immediate attempt to establish a similar strategy in the schools. The first is the Education Act of the Province of Ontario, the second is the demographic make-up of the schools' populations.

It is clearly possible to resolve the first difficulty through a conscious decision to follow the examples of Manitoba, Saskatchewan and Alberta and revise the legislation to enable the schools to utilize 3rd languages as languages of instruction.

The second condition, however, presents a stubborn dilemma. The experience of the Work Group's visit to

New York is that the Spanish speaking community is a fairly homogeneous enclave which extends through several school districts, that the student population is for all intents and purposes a Spanish speaking student body.

The demographic configuration in Toronto is different in that any given school community can represent anywhere from 5 to 25 culturally and linguistically distinct populations. Enclaves as such are far less extensive geographically than they are in the major cities of the United States.

In cities such as New York, Chicago or Philadelphia, it is operationally possible to speak of schools as Spanish speaking, Black or Italian. It is not possible to speak of the public schools of Toronto in such terms. In New York it is operationally feasible to provide the culturally and linguistically homogeneous schools with staffs who enjoy affinity with their student bodies and the communities they represent in terms of language and culture. In Toronto achieving such proportional cultural and linguistic balance in school staffs presents almost insurmountable logistical problems since the school staffs would of necessity represent a cultural mosaic of enormous diversity.

At the same time, there are a considerable number of student populations in the Toronto system which consists of one or, in some cases, two culturally and linguistically homogeneous groups of sizeable proportions. Given a local expression of need, teacher availability, the support of appropriate enabling legislation, it may prove feasible to provide some instruction in the first language of the majority group student population in a given school.

2. As a Subject for Instruction

This second segment of the Third Language issue again raises the issue of the existing Education Act. The present terms of this Act further divides the larger issue in that the restrictions of the Act are much more directly applicable to the elementary panel than to the secondary panel in terms of the Third Language as a language of instruction.

During the past four years, the Toronto Board of Education has extended the number of options for modern language courses available to secondary school students from 5 to 19. The highest acceleration of this increase has occurred over a period of the last twelve months.

The establishment of many of these new language course options is attributable to the results of the Research Department's THIRD LANGUAGE SURVEY OF 1974; others resulted from specific community requests and still others were established as a result of a given school's own initiative.

While the actual establishment of new course options is a somewhat laborious undertaking which ends with the Ministry of Education's approval, there is little to prevent their proliferation provided the funds, appropriate staff, and interested students are available. At this writing, more negotiations are in progress for the addition of courses in the Modern Greek language to the option list at four secondary schools.

At this time, legislation in this province's Education Act is as much an impediment to students' learning a third language at the elementary school level, as it is for the introduction of a third language of instruction throughout the system. Section 3 of this Report briefly describes the experimental bilingual/bicultural programs the Board has established in its effort to recognize the needs of children of ethnic minority communities.

However, it should be noted that the development of the program occurred under present legislative restrictions. As a consequence, they place heavy stress on cultural maintenance and employ the language of the culture involved only casually as it is required to support the cultural content or to assist with cultural comprehension. It is a stated characteristic of the program proposals that they are not intended to "teach" the language of the culture but merely to utilize it.

After reading the briefs of various extra Anglo-Canadian ethnic communities and after participating to a more limited extent in discussions with groups and individuals from these communities, the Work Group has no doubt about the community's interest in the establishment of language programs which would provide their children with opportunities to learn their own language as an integral element of their elementary school experience.

It is just as clear to the Work Group that a considerable number of teachers and principals assume the opposite position. Briefs and presentations from this group of respondents reflect a sympathy for the extra Anglo-Canadian population's anxiousness to maintain an appropriate level of competence in their children's use of their own language and even to develop the competence further. However, the same briefs and presentations are virtually categorical in the opinion that such language maintenance and development responsibilities do not rest with the schools, but with the ethnic communities themselves. These school briefs assume a co-operative position on the question of school space and facility provision after school hours and on week-ends or even during the summer which will assist specific ethnic groups to operate their own language instruction programs for their children.

The Work Group's position in relation to this dichotomy is that the provision of third language learning opportunity ought to be available to given communities in all cases where the specific community and its local school arrive at a decision that programs designed to provide such an opportunity is desirable and appropriate for that school and its community. There is a specific requirement for a policy which will permit the development of appropriate third language learning programs should local interest and commitment decide in favour of the development. However, the suggestion here is that the term "permit" involves dimensions of official Board responsibilities which brings its meaning beyond policy which is merely "permissive". The intent in the term's use in this context is to include as part of its referent the basic notion of the Board's direct responsibility to assist with the development of a given program itself, whatever "assisting" might mean for any given proposition for any given elementary school at any given time.

It has been noted earlier that the issue of provincial legislation relating to the question of a third language as a subject at the elementary school level is crucial. The Work Group's position in relation to that legislation is that the Board of Education seek to impress upon the Ministry of Education the requirement for a basic readjustment in the Education Act which will enable the Board to establish a general policy of permission as it is described in the previous paragraphs of this section.

RECOMMENDATIONS

The Education Act, 1974, Part IX, 229 (1), page 199 states:

> "In instruction and in all communication with the pupils in regard to discipline and management of the school,

> i) to use the English language except where it is impractical to do so by reason of the pupil not understanding English, and except in respect of instruction in a language other than English when such other language is being taught as one of the subjects in the course of study."

While the language of this section of the Ontario Education Act would appear to permit third language study as a subject at the elementary level, it is understood that regulations which the Ministry has subsumed under this section makes it clear that the language is intended to permit the inclusion of language courses of study only at the secondary school level.

Given this understanding, it is recommended that:

The Toronto Board of Education request the Ministry of Education to amend The Act and the relevant regulations to permit:

1. The teaching of languages other than English and French at all levels in response to community needs;
2. Teachers to use languages other than English and French in communicating with their students at all levels.

In reference to the present bilingual instruction program at General Mercer Public School, it is recommended that:

1. The Board endorse in principle bilingual instruction programs of the type presently in progress at the General Mercer Public School;

2. Where the number of students is sufficient and community interest is evident, additional programs of this type be initiated in other elementary schools.

In reference to the teaching of languages other than French and English as a subject at the elementary school level, it is recommended that:

1. The Board be responsive to requests for third language programs at the elementary level where such programs are requested at the local school-community level.

In reference to third language programs in secondary schools, it is recommended that:

1. The Toronto Board of Education continue its policy of responding to school and/or community requests for third language subject credit programs at the secondary school level in accordance with the following provisions:

    a) A desire on the part of the ethnic groups concerned to have courses introduced and a willingness to assist;

    b) An interest on the part of sufficient students to make the courses feasible within the guidelines of the pupil-teacher ratio;

    c) The development of a course of study in a form suitable for credit purposes;

    d) The availability of a qualified and competent teacher.

2. The Board publicize widely, particularly in the ethnic communities, the Toronto Board's policy concerning third language credit programs at the secondary level.

ISSUE 5

MULTICULTURALISM AND THE GENERAL CURRICULUM

Recently the Provincial Department of Citizenship sponsored the last of its ethnic community meetings under a program series title "Neighbourhood Intercultural Seminars" at Hart House, University of Toronto. People from some 15 ethnic minority groups attended the meeting to hear Arnold Edinborough outline the History of Settlement in Canada in terms of the Native People and English and French immigrants. Mr. Edinborough's address was competent and reflected a considerable appreciation of the subject he had been asked to explore for his audience. However, it soon became evident that the request itself was ill suited both for the occasion and the audience. As one observer commented, the topic was "inappropriate." The issue from the viewpoint of the various ethnic minority groups and individuals who made up Mr. Edinborough's audience was that once again they and people like them had been rendered "invisible" in the account of the nation's development. It was an unpleasant evening.

The two core issues set out in items III and IV are without question automatically associated with this issue of the general curriculum and the actual multicultural character of the society it serves. That much is fairly obvious. Nevertheless, once having made that observation, there remains the question of MULTICULTURALISM in all elements of the curriculum, in addition to those involving direct address to issues of the students' original languages and cultures in terms of specific program development.

The "core" issue to which this section of the Report addresses itself is the issue of the ethnic minority groups' or individuals' "invisibility" in the school curriculum. The issue lays a particular stress on the elements of the curriculum which, like Arnold Edinborough's address, relate to the history of the nation's development.

A statement from a report of the Work Groups' meeting with Black students from several secondary schools provides a fair example of the basic condition of "invisibility".

It is an intense but by no means extreme expression of the concern with "invisibility" in the school curriculum, and it demonstrates clearly the weight of that concern which many other ethnic minority groups have brought to the Work Group's attention.

1. Racism is evident in the history books and courses. As visible as Black people are in the school itself, they find they are not visible anywhere in the history course. Black History and culture is absent.

2. In the history of Canadian development especially, there is no evidence that Black people have made any contribution at all.

3. With the exception of two schools (not identified) there is no attempt to provide books, periodicals, tapes, records, films, etc. in the school's supplementary material holdings which reflect the role of Black people in Canadian, Continental or World History. Neither is there adequate or competent reflection of Black Heritage and culture of the African continent itself.

4. The students observed that, in many of their schools, Black students have provided the scant stock of such material available in the schools. They suggested that it was the Toronto Board of Education's responsibility to provide the appropriate literature and materials.

With appropriate vocabulary substitution (e.g. Anglo-Canadian ethno-centricism for "racism" and Polish or Chinese or Italian or East Indian for "Black", the example becomes a substantial paraphrase of the "invisibility" grievance which many ethnic minority groups have brought to the attention of the Work Group in their briefs and presentations. Appropriate variations in the statement would result in a different colour referent for "racism". For example, "Yellow" refers to Chinese and Japanese populations and would replace "Black". Indeed "racism" and ethno-centricism" could form a single referent in a great many cases. In other cases "ethno-centric culturalism" would replace "racism" entirely. However, any variation one cares to introduce would merely readjust the details of the statements' content while the tenor and its implications would remain constant.

It should be noted that, while briefs and presentations direct attention to the general social studies area, they do not limit their observations to that area. Literature and the fine and performing arts fall under consideration as well. Courses which centre on historical and evolutionary developments in mathematics and the sciences would also qualify as subjects for inclusion of appropriate and accurate references to contributions of ethnic minority membership personalities.

What is perhaps most significant about this "core" issue is that it has arisen spontaneously as one issue to which the Work Group made no reference in any of the "discussion animation" documents distributed throughout the school system and to various organizations and individuals of the community at large. Translated, what this implies is that the issue weighs heavily among the concerns of this city's extra Anglo-Canadian ethnic minority community.

Two briefs from secondary schools address this issue of "ethnic visibility" in the curriculum directly. The majority of briefs from teachers and principals generalize fairly broadly about the requirement of schools and staffs to recognize and appreciate the cultures and the heritages of their students and the ethnic demography of the school community.

The Work Group's position on this specific issue is that it would be difficult to overstate its significance in terms of its impact upon students, parents and the general community and by extension upon multiculturalism itself.

Any student of any given cultural and ethnic origin who discovers that in all h/er school and h/er teachers consider important, there is no evidence anywhere of the heritage which has provided h/er with h/er identity and h/er own personal history, also discovers the impact of identity loss and alienation. The concomitant action involves the struggle to realign h/erself in an effort to discover a new identity in a new environment. That process produces its own anxieties, and involves h/er in the inevitable conflict no one should be expected to endure. For a growing child, the question of personal identity is fragile under the best circumstances. To expect that child to resolve the conflict as a result of h/er own deliberate decision, is to desert the meaning of healthy growth and development. The conflict is described in this Report as the conflict between the culture of home, parents and the given ethnic community and the culture the school represents. (Section 3, Maintenance of Original Culture and Language.)

Resolving the conflict usurps the energy, attention and commitment of the child which s/he would normally utilize in pursuit of h/er school career to say nothing of the psychological impact which affects h/er academic life when s/he discovers h/erself alien to h/er own education in the first place.

It should be obvious to the educator that a learner who possesses a healthy self image, for whom the learning environment is inherently a prediction of h/er success and for whom cultural integrity is intact is the best candidate for learning. Any student for whom the possibilities for measuring h/er self image, the prediction of success and cultural integrity is non-existent is at a maximum academic disadvantage to say nothing about damage to h/er psychological, emotional, and personal development.

The Board has discovered for itself, through its experience with the experiments at General Mercer, Jackman Avenue, Frankland, Orde and Ogden Public Schools, what the recognition of the cultural heritage of students in the school means in terms of the general ethnic community's perception of the school's intent and of its needs. Reflecting the culture of the students in the curriculum is one more form of recognition and when the school community recognizes the recognition itself, the real collaboration between the school and the community in the education of the community's children begins.

It is obvious to the Work Group that inclusion of appropriate and accurate multicultural content in the curriculum spells out the need for a thorough and complete review of all curricula and a massive infusion process for the purpose of redesigning all forms of aids to learning from textbooks through to library holdings. Further, it involves curricula scrutiny and subsequent adjustments to ensure specific types of cultural reflection in their content. Adjustments should be directed toward:

1. Curricula provisions which reflect the specific demographic make-up of the given school's population and the community it represents.
2. Identification in all curricula of the role various cultures and races have played in the development of Canada's national history, the history of the North American Continent and in global history. (e.g. Black students have observed that in the study of American history in Canadian schools, little attention is given to the positive achievements of Black people to that country's growth. Instead of learning that the founder of Chicago was Black, they learn that Black people were slaves.)

3. Critical to the issue of the ethnic minority students' identity and cultural integrity as well as the issue of cultural understanding of all students is the manifestations they can discover in studies related to culture in both the general and specific sense. Multicultural studies, including the study of multiculturalism as a basic characteristic of the Canadian cultural heritage forms one element of new curriculum content. Various specific heritage studies would also contribute to the general student population's understanding of the meaning of culture as well as to the healthy sense of self identity and of cultural integrity in the individual ethnic minority student.
4. The educational endeavour in a multicultural community requires the relation of curriculum content accurately at all grade levels to specific global areas (e.g. Africa and Eurasia). It is important that the content reflect the contemporary as well as historical significance of positive and creative social and cultural developments peculiar to the people of those areas.

5. All libraries make every effort to include in their holdings:
   - (a) Learning resources, including books and other reading material, related to the general multicultural aspects of the school curriculum and the reading interests of the students.
   - (b) High interest, low vocabulary books in every subject area.
   - (c) Increase their holdings of both print and non-print materials that relate to the cultural heritage(s) of the local school community.
   - (d) Where appropriate, libraries include in their holdings various cultural and literature studies which are translated from their original to English.

6. Special address to the relationship between students in the schools and the specific content of programs in the humanities and the arts as well as in the social studies is essential if the educational endeavour itself is to avoid the possibility of accidental assault on the cultural integrity and identity of extra Anglo-Canadian ethnic minority populations. This phase of curriculum review and adjustment is not intended to imply a censorship campaign in the field of literary or any of the arts or other humanity fields. What it is suggesting is that teachers take care to address themselves to contemporary situations when either historical or

literary works tend to delineate past conditions in a less than complimentary manner. For example, modern students are sensitive to eighteenth and nineteenth century references to the "Dark Continent" in much the same way as Native People are sensitive to references to the "Indian" of the American Continent during the same period. Careful discussion of such references would go far in eliminating current misplaced concretions about the lands, the peoples and the culture which such references import to consciousness.

7. A review of library material and a subsequent program of adjustment in holdings is of equal importance to education in a multicultural society as a review and reorganization of curriculum content.

The Work Group is not unaware of the magnitude of the undertaking it is suggesting here. However, its perception is that the Board requires a concrete policy relating specifically to the review and reorganization of curriculum content and other learning resources and support material if the educational endeavour is to find any compatibility with the community it serves.

RECOMMENDATIONS

Therefore, it is recommended that:

1. The Director of Curriculum Development encourage school principals, heads of departments, and other staff members to develp curriculum units, particularly in the humanities and the social sciences, that recognize the contributions made by various cultures and races to -

   (a) Canadian,
   (b) Continental, and
   (c) Global

   history and development.

2. Deliberate incorporation into school curriculum units of multicultural studies, including Canadian, as they relate to the various ethnic groups that make up the local school community.

3. Inclusion of various group heritage studies (e.g. Black, Native Peoples, Scandinavian, etc.) in system-wide school curricula.

4. School programs, both curricular and extra curricular, in the fine, performing and folk arts take cognizance of the ethnic compositon of each school community.

ISSUE 6

SYSTEM SENSITIVITY

Earlier, this Report registered the expectation that adjustment and reorganization necessary for the accommodation of education to the reality of MULTICULTURALISM would perforce touch and affect virtually all elements of the Board's operation. Of all the "core" issue which the Work Group's report calls to the reader's consideration, the issue of System Sensitivity manifests the prediction most dramatically. System Sensitivity is a prerequisite for the success of any reorganization which may result from the Work Group's deliberations. Nevertheless, the Work Group has limited its address in this section to the area of the Board's operation which is most persistently and consistently in contact with the multicultural issue through its involvement with children of immigrant parents. The teachers' function places them directly at the leading edge of contact between the school system and the general ethnic community.

1. Teacher-Education

Observations from ethnic communities as well as observations and recommendations from teachers and principals, formal teachers' organizations, and schools make it evident that the single most important source of sensitivity development in the teaching and school administration staff is their initial point of entry into their professions; that is to say the teacher "training" institution. An overwhelming observation of both teachers and principals is that teachers' colleges do not provide any form of access to possibilities for familiarizing prospective teaching candidates with world cultures or with the implications that differences between cultures implies for the education of children who move from one culture to another. Sources of information and understanding, related to the development of sensitivity to the psycho-physical realities of cultural integrity, identity and alienation are virtually unavailable to student teachers.

The Work Group's observation is that there can be nothing more disconcerting to a graduate teacher than to discover that his/her experience at teachers' college has disequipped him/her for his/her function in a multicultural context. Having missed even the most cursory exposure to the significance of culturally derived differences in perceptual and communication modes, referent systems, value systems, family configurations and offspring constellations, environmental experience, personality extension and retraction and the countless other differences which account for the development of the human personality within a given cultural sphere, the teacher working with a multicultural student population finds him/herself in a completely untenable position. This is to say nothing of the difficult position of the students which results.

As a result of discussions with school personnel, the Work Group recognizes a strong requirement for teacher education institutions to provide their students with courses, lectures and seminars which concentrate on the study of society, culture and personality. In arriving at this conclusion, the Work Group is aware that the new teacher will not graduate with all the understanding and information he/she requires. However, his/her exposure to basic studies in appropriate areas of scholarship and the development of strategies for providing the exposure should establish him/her firmly as a student of culture and society. If she/he cannot graduate knowing all there is to know, she/he can graduate knowing the need to know. She/he will remain sensitive to the possibility of encounter with unfamiliar educational requirements of his/her students and she/he will have developed a competence to engage him/herself in study necessary to their accommodation.

2. Teacher In-Service Opportunity

The establishment of appropriate and adequate courses, lectures and seminars at teacher education institutions is a matter which falls to the jurisdiction of the Ontario Ministry of Education. However, assuming the existence of these opportunities for prospective teachers at the appropriate institutions, a specific requirement for in-service educational opportunities in the same areas of study would remain. Responsibility for generating these opportunities would fall to the Board.

For the regular grade teacher, the requirement at least initially would be for two levels of in-service involvement. One for teachers who have graduated from teacher education institutions with the advantage of basic study in the areas of society, culture and personality; the other for the purpose of providing the same basic study opportunities in these areas to teachers who would have graduated before the fundamental adjustment in teacher education programs occurred.

The Ministry of Education could be of inestimable assistance with the latter requirement simply by providing teachers with the opportunity to engage in the basic study of society, culture and personality in summer sessions specifically designed for that purpose.

Of course, since the appropriate course, lecture and seminar programs are not at this writing available to student teachers, there exists a strong immediate requirement for the basic in-service study sessions to accommodate present needs of a great majority of teachers throughout the school system. It is the hope of the Work Group that the Board will request the Ministry of Education to provide basic summer and winter courses in these areas of study. It is also the Work Group's hope that the Board will include similar opportunities in its on-going in-service programs.

3. The New Canadian Teacher - E.S.L. AND E.O.D. (Educational Opportunity Deficiencies Specialist) - Ministry Courses

More than mention is hardly necessary to establish that all special New Canadian teachers most certainly require the same opportunity for study in the area of society, culture and personality as the regular grade teacher. It would appear to be equally evident that they also require opportunities for training and education which will equip them to discharge their responsibilities both as E.S.L. teachers and subject upgrading ("booster") program teachers. As a result of discussions with staff, especially the school system teaching staff and its own study and deliberation, the Work Group has concluded that E.S.L. and E.O.D. teachers require specialist training opportunities which the Ministry would provide through its summer and winter programs. As E.S.L. teachers they require opportunities to study in such general fields as cultural linguistics, comparative linguistics, cultural and social psychology relative to language generation and of information movement strategies. Though it cannot be denied that providing immigrant students with effective second language learning opportunities depends upon the teacher's comprehension of how language occurs and how it develops, his/her understanding of why language develops is of even more primary significance.

In addition, these teachers require specialist training opportunities which will provide them with a broad range of alternative methods and techniques upon which they may call in order to bring maximum effectiveness to their work. Thus, study in the general fields of the type set out here will provide the E.S.L. teacher with a firm philosophical and sensitive base for his/her function. His/her study of strategies, methods and techniques will ensure the practical realization of his/her basic understanding.

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This Report's reference to the Teacher of English as a Second Language (TESL) as a teacher of subject upgrading (Booster) programs does not represent any attempt to telescope two position in one specialist. It arises from the Work Group's perception of the E.S.L. teacher's function if his/her assignment happens to place him/her in the Transition Class phase, as against the Reception Class phase, of the E.S.L. endeavour. It is during that stage of the E.S.L. student's career that exposure to any "booster" programs can prove most effective. Given an appropriate pupil teacher ratio and the relationship of the transition function to the E.S.L. student's involvement in the school's main stream programs, the role of the E.S.L. teacher in the student's transition phase from Reception to complete involvement in regular school programs renders it ultimately feasible for that teacher to function as the subject upgrading teacher as well.

The experience of school staff, the observations of the community and the information of the Work Group tells us that by far the major areas of concern related to subject upgrading are mathematics and reading and writing along with associated areas such as grammar and spelling. This does not mean that other subject areas present no problems for immigrant students of whatever ethnic origins one cares to name. It does mean that the problem for students in these areas is of major proportions. It is the conclusion of the Work Group that a viable solution to the problems in these areas will effect a dissolution of many of the problems in other subject areas.

The New Canadian Teacher - In-Service Opportunities

To strengthen E.S.L. teachers in the areas of mathematics and reading and writing, the Work Group perceives the need for in-service sessions for E.S.L. teachers which will provide them with information and discussion opportunities related to the types of resources and learning aid material available as well as to information on program strategies and planningfor children who require upgrading in these subjects. There is a further need for the Board to provide these teachers with in-service opportunities which will increase their competence in the teaching of reading and writing skills. Of course, it would be advantageous to New Canadian teachers and their students if the teachers availed themselves of the regular courses in the teaching of reading.

4. Employment and Staffing Policy

The issue of whether or not the Work Group recommends a hiring policy to the Board that specifically attempts to increase the number of teachers to be hired from each of Toronto's multicultural and multiracial communities is a very controversial one. Almost without exception, briefs from the various ethnic organizations have recommended such a practice. On the other hand, school staffs were unanimously opposed to any kind of quota system. Many, however, observed that having capable, qualified "ethnic" teachers is a desirable staffing objective.

It will be evident to the reader that this is the third contentious issue which the consultation process has brought to the Work Group's attention. As did the issue of Language and Culture Maintenance Programs and Third Language Programs, this issue places the Work Group in the position of searching out the reasonable response which will dissipate the quandary.

It seems obvious that if the Board is to extend itself to the point of ensuring as far as possible the provision of in-service opportunities, and to negotiate with the Ministry of Education with the specific intent of generating the establishment of formal courses directed to expanding and amplifying teacher sensitivity to the educational requirements of the multicultural community, it cannot but extend its concern with the entire issue of system sensitivity to its own employment and staffing policy.

It is equally obvious that translation of the Board's basic position on sensitivity into reality dictates that teacher employment procedures include the search for the capacities and skills which manifest the special sensitivity quality itself in a prospective candidate and the degree to which the candidate possesses it.

Since the subject of this segment of the Work Group's report is System Sensitivity, it follows that procedures for staff promotion to positions of responsibility (which involve the quality of the system's response to the needs of the multicultural community) should also include direct attention to the candidate's qualifications in the area of sensitivity. Further to that point, it is the Work Group's opinion that in both the internal and external recruitment of candidates for leadership positions, the policy of the system should be to encourage applications from candidates who are not only qualified to fill all of a given position's requirements well, but who also fulfill the additional requirement for a sensitivity which permits him'her to relate to the ethnic community and to emphathize with its educational needs and expectations.

OF SENSITIVITY ITSELF

It will be obvious to the reader that the courses, lectures, seminars and in-service sessions outlined here would provide school personnel with channels of access to specific kinds of learning. What is notable about the channels of access is that they would be established with a dual intent. One is that, through such access, teachers would develop an increased practical capacity to discharge the responsibilities of an educator working in a context of multiculturalism.

The second intent, though by no means of a second order of priority, is a profound hope that teachers will perceive these channels as something more than mere access ways to information, comprehension or academic comparative culture studies. The hope is that teachers will perceive them as personal opportunities for their own individual sensitivity development. Some will begin with a high degree of sensitivity toward the needs, hopes and aspiration of the ethnic communities and their children and they will sense the deep and abiding meaning to the people of their tradition, heritage and race. Some will find that sense in the learning experience itself. For others, like the student of philosophy who does not internalize the implications of what she/he studies, the exposure will affect little or no personal attitude shift whatever. What is most likely predictable is that for the majority of participants some degree of attitudinal shift will generate a proportionate personality development. In any case, the degree to which the shift occurs is certain to depend upon the individual participant.

The point to consider is that none of the previous observations in this section of the report represent a direct address to teacher and other staff requirements for access to attitudinal and concomitant sensitivity development opportunities. The Work Group's observation is that a need exists for special in-service seminars and discussion groups of appropriate size for the specific purpose of assisting teachers and other Board personnel with inquiry into their own personal attitudes and deep working opinion toward race and cultures which diverge from habits of traditions and heritages other than their own. One model of an appropriate discussion group for this purpose is that which the Director of Curriculum Development arranged for the volunteer-participation of consultants in September, 1974.

Obviously, competent leadership is a critical factor in the success of such undertakings as is the voluntary nature of participation. Another success factor is the availability of access to this specific type of in-service session in terms of consistency, regularity and timing. The Work Group is of the opinion that the Board and its administrative staff should explore the possibilities for discovering leadership for such groups, actively encouraging staff participation in them and establishing regular schedules for them at its earliest opportunity.

5. Sensitivity and Racism

For some time trustees and staff of the Board and the community have watched the spectre of racism as though from a distance. Some watched with complacency and assurance; others watched with the first, almost imperceptible and vague apprehension that the spectre was approaching. But the victims of racism and the colonial foundations of history have known that it was there all along badgering their lives and quietly eroding their private sense of worth and acceptibility. They knew it because it had visited them stealthily and often. Now, it no longer appears as though at a distance. It is here in full public view. The Work Group has heard from students, from teachers, principals and other administrative staff, and from the community, that racism is here in this city and even in its schools. It has read the newspapers, watched television, listened to radio and it has listened to reliable accounts of racial tension bursting into violent contention in schools and on school playgrounds. The tension has usurped the sportive meaning of ice-hockey on one occasion and of floor hockey in a school gymnasium on another. It has revealed itself in bands of young people prowling school hallways. Not long ago, it claimed the life of a white boy. Just recently it placed one black boy in jail ,and another black boy died of it.

Probably the most insidious characteristic of racism is that for the vast majority of people it is buried deep in the unconscious. In current terms of transactional psychology, it is inextricably recorded on the personality tape and manifests itself in purely involuntary and certainly unintentional prejudial responses. As the Work Group has discovered during its consultation activity,there are also a great many instances when racism is associated with classism and attitudes of cultural superiority. That, too, reveals itself involuntarily. It is suspected that only an infinitesimal segment of blatant racism is pathological in a purely clinical sense; that the psychological censorship apparatus which prevents unconscious racism from manifesting itself in blatant racist behaviour is susceptible to breakdown under stress. Sports events, economic crises, and various threats to individual and group security, whether real or merely apparent, are occasions of such stress. Therein rests the danger. Under more consciously and deliberately organized circumstances, it is possible to bring unconscious racist attitudes to the surface in a positive creative endeavour to confront them and disallow their functioning. Consistent and conscious effort to accomplish the disallowance itself should result in the eventual eradication of personal dependence upon the role they play in one individual or group's interaction with another.

The link between the personal quality of sensitivity in teachers and in other school system staff and the eradication of racism in society is clearly evident. It is equally evident that while the elimination of racism is everybody's affair, it is the specific business of education to confront it squarely and to actively do everything in its power to prevent it from rooting itself either in the personality of the school institution or in the personalities of its students. Certainly to those people who are most conscious of racism and its implications, to ignore any of its manifestation, however slight, is to nourish and support it.

The Work Group wishes to make its own position on racism known and to suggest the Board's formal adoption of that position: Terror and fear of violence either as aggression or reprisal ought not to form the basis of decision to work toward the eradication of racism even though we can predict violence as a consequence of racism itself. Racism is an assault upon the human dignity of its victims and it addresses itself to the destruction of the individual's right to live in peace at full liberty as a member of the human community. It is reprehensible and unjust. It is this motive which should support education's intent to eliminate it.

As is mentioned at the beginning of this section of the report, the Work Group has deliberately stressed the issue of sensitivity in its relation to teachers in the full realization that the section's title is System Sensitivity. The Work Group believes it is self-evident that the observations directed to the issue itself apply to all personnel as well as to teachers. It is equally obvious that, with the exceptions noted on pages 94 & 95. Specific measures suggested for teachers in terms of Ministry courses and Board in-service programs would not be appropriate for staff members from other segments of the education operation. It is necessary to the cause of promoting system sensitivity that the Board encourage the establishment of in-service sessions where necessary for these non-teaching personnel.

In submitting this report for the Board's consideration and approval, the Work Group is expressing its perception of the need to consciously prepare teachers and other personnel in the system not only to work in a multicultural society but to contribute to the ideal of MULTICULTURALISM through their work.

The recommendations submitted here are intended to bring about that preparation. They are submitted in the realization that such preparation cannot be mechanical, fragmented or haphazard. The success of orienting the system and its teachers to the delivery of an educational service to the children of a multicultural society implies system wide, concerted and fully conscious attention to this undertaking.

Therefore, it is recommended that:

1. The Board of Education for the City of Toronto request the Ministry of Education to set up a Task Force to recommend the development of appropriate programs that would prepare teachers, particularly those trained in Metropolitan Toronto, to work in a multicultural society.

It is recommended that this Task Force should include in its membership representatives from the major Boards of Education in Metropolitan Toronto, Teachers' Federations and community groups.

2. The Toronto Board of Education request the Ministry of Education to co-operate in the immediate development of appropriate credit courses leading to a specialist certificate in E.S.L. Such a program should include courses in anthropology, linguistics, studies of various cultures, migration of peoples, technical courses specific to the needs of E.S.L. teachers, etc.

3. The Language Study Centre, through its New Canadian consultants and the School-Community Relations Department, assist Area Superintendents developing a comprehensive in-service program to meet the needs of both "regular" staff and those specifically involved in New Canadian Programs.

4. The New Canadian staff at the Area level be brought together by the Area consultants on a regular basis to share ideas in programs, use of a variety of teaching materials, etc.

In special reference to Professional qualifications of New Canadian staffs, it is recommended that:

1. New Canadian teachers should have had successful classroom teaching experience before being placed in New Canadian programs.

2. All New Canadian teachers be encouraged to obtain specialized training in the teaching of Reading. Such training is available through a number of specialized programs.

   e.g.

   a) Primary methods - Part I, II and III. The teaching of Reading is a major component in all three courses.

   b) O.I.S.E. offers an M.Ed. degree in Reading.

   c) The Ministry of Education this year has introduced new courses in Reading for both elementary and secondary teachers. The completion of Courses I, II, III, will lead to a Reading Specialist's Certificate.

   d) The Language Study Centre offers seminars in the teaching of Reading.

3. All New Canadian staff demonstrate a high degree of competence in English Language usage.

In special reference to personal qualifications of staff, it is recommended that all New Canadian teachers be:

1. Sensitive to and understanding of the needs of immigrant students.

2. A mature, outgoing, and genuinely interested personality.

3. Interested in working closely with immigrant parents and in assisting them to understand and feel comfortable in their community school.

In special reference to teacher employment and promotion policy, it is recommended that:

1. The Board encourage the hiring of capable teachers able to communicate with the parents in the local school community.

2. The Director of Education establish hiring teams that are sensitive to the multicultural composition of the Board's local school communities.

3. Educational assistants, if at all possible, should be indigenous to the school community. This staff should, in addition to classroom responsibilities, act as a link between school and community.

4. An active recruitment program be initiated by the Personnel Department in Toronto Secondary Schools, Metro Toronto universities and Toronto Teacher Training Institutions for the purpose of encouraging students to become teachers in the Toronto School system.

5. The Board encourage capable and qualified teachers who have demonstrated a particular ability and interest in working with New Canadian families to seek promotion to all levels of leadership in the Toronto system.

6. The Board's present form "Application For A Teaching Staff Position" be c-anged so that Item 9 - Additional Interest and Abilities - ask applicants who are bilingual to indicate their specific language competencies as well as or other than French.

7. That the junior school procedure for the generation of New Canadian teachers apply to all elementary schools.

N.B. Presently, the generation of New Canadian teachers in Junior Schools is outside the schools regular P.T.R. Teachers are allotted according to a Metro formula, using a Priority 1 - 2 - 3 rating of students. In 1974-75 this formula generated 26 teachers per 100 students.

In 1974-75 in Senior Schools, E.S.L. teachers were generated on a formula of 15:1. They were assigned to either reception or transition classes. Unlike the Junior School formula, in Senior Schools students could not be counted twice, but have to be assigned either to a New Canadian class or to a regular class - not both. This made it difficult to operate a transition program where students were moved from the New Canadian class to regular classes for part of the day. In many cases, numbers of students in regular classes were so large that it was difficult to ask a teacher to increase this number, even if only for a part of the day.

8. A New Canadian student is any student who is unable to function successfully in the regular program because of an interferring language or dialect and whose culture is different from that of the school system.

9. The present definitions of priorities 1-2-3 be replaced by a procedure that generates teachers in relation to students' educational needs rather than solely upon the qualitative measurements of facility in speaking English. Such procedures to be developed by the Board's Committee on Multicultural Programs and presented to the Metro Staff Allocation Committee for their consideration.

10. A significant increase be made in the number of New Canadian teachers from September, 1974 to September, 1975. The Work Group suggests for the Board's consideration an increase of 25%.

11. A roster be established listing Board staff who:

    a) speak languages in addition to French and English;

    b) have special training in:

        i. primary methods,

        ii. reading,

        iii. E.S.L.

12. That the Director of Education recommend to the Board a procedure that will lower the P.T.R. at the grade one level in recognition of the critical importance of this year in the educational life of all students.

N.B. For New Canadian students, particularly whose native language is other than English, a poor start at this level may never be overcome. During this year, it is particularly critical that the teacher has the opportunity of providing a great deal of individual assistance for children. Yet no Board policy distinguishes between the number of students that should be in a Grade One class as opposed to the number at other grade levels.

ISSUE 7

SCHOOL COMMUNITY RELATIONS AND THE MULTICULTURAL SOCIETY

A. SCHOOL COMMUNITY RELATIONS DEPARTMENT

In the previous section of this report the Work Group has referred to the concerns of New Canadian and regular grade teachers, school principals and other administrative personnel relative to their urgent need to know and understand more about the multi-ethnic student populations in our schools. At the same time the ethnic communities are manifesting an equally desperate need to know more about the Toronto school system. The correlation of these two major concerns alone would justify recommendations for the establishment of distinct and operationally valid procedures for deliberately generating firm and healthy school-community relations.

However, much more depends upon the establishment of firm procedures for bringing school and their local communities into stronger and more dependable contact with each other than is presently possible. Another obvious need which supports this position is for parent and teacher to share in the growth and development of the child. A recent report from the Board's Research Department, Patterns of Dropping Out provides us with an insight into the potency of this specific requirement:

> "One differentiating factor between the stay-ins and the drop-outs is the support of their parents. Only 39 percent of the dropouts had parents who actively opposed their decision

> to leave while 90 percent of the parents of stay-ins want them to continue their education. Only the Future Drop-outs reported a lower level of parental support, although still not as low as the drop-outs."*

It is no longer possible to disenfranchise parents with language or cultural difficulties from communicating with the school about their children. The Work Group's experience with the experimental programs for the children of the Chinese, Greek and Italian communities have also made their impression upon the trustees of the potency of this need. The programs for Ogden and Orde Street Public Schools (Chinese Culture and Language), for Jackman Avenue and Frankland Public Schools (Greek Culture and Language), and for General Mercer Public School (Italian Language Transition to English), all owe their existence to the "felt" need among ethnic community parents for involvement in their children's school careers.

It is appropriate to set out at this point a brief report on the role of the Spanish Speaking Community Liaison Worker whom the Board employed employed on a temporary basis on the grounds that it further documents the need under consideration and supports the Work Group's proposed response to it.

In its January Report to the Board, the Work Group included the following statement:

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* Patterns of Dropping out, Report #129, Research Department, The Board of Education for the City of Toronto.

The Spanish-Speaking Community Liaison Worker

As a result of its consultation with Spanish-speaking workers who were attempting to develop some measure of liaison between some schools and their Spanish-Speaking communities, the Work Group sought and received the Board's approval to engage a Spanish-Speaking Community Liaison Worker on a temporary basis on September 19, 1974. Through the co-operation of the Student Services Department, the Board employed a person to work in that role on December 16, 1974.

An announcement to the principals of schools known to have a relatively sizeable segment of Spanish-Speaking students in their populations stated that the Work Group's purpose in establishing this position was to "initiate a pilot project to assist it in developing recommendations on the role of Associate Social Worker (Interpreter-Counsellor) as well as meeting the urgent needs of a relatively new and significantly large Spanish-Speaking community." *

As a result of consultation with the school principals and staffs involved in the pilot project, the Work Group is convinced that the role of the School-Community Liaison Worker is not only operationally feasible, but that it is critically effective in bringing about the partnership between the school and the immigrant parents in the education of the child.

Beyond these reasons a general name for the overall rationalisation is the TOTAL CONSULTATIVE PROCESS between each individual school itself and its community. Such a

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* Two sample reports from the Spanish Speaking Community Liaison Worker to the Work Group and the original announcement to the school principals are attached to this Report as Appendix D.

process is necessary to the accomplishment of attention to every "core" issue set out in this Report and the persistent movement toward the development of solutions to the numerous problems each of them represents. For example, the issues of MULTICULTURALISM AND THE CURRICULUM (Issue 5), and SYSTEM SENSITIVITY (Issue 6) exhibit a general applicability to the system at large. But effective address to their manifestations at the local school level depends upon the specific implications both issues hold for the education of children of specific ethnic origins indigenous to the local school community. Both the cogent and affective comprehension of the local implications insists on the school and its community having achieved an X-ray view of each other and the insight only such a view can provide of the problems they share. Teacher and other staff sensitivity and the determination to re-order curricula are general resources. Sensitivity and determination both discover what either means according to the terms of the specific context in which they function. The Work Group does not hesitate to suggest that in order for schools to achieve an understanding of what MULTICULTURALISM means in their community, the schools must know those communities. To know their communities there is a basic requirement for each school to reach out and generate viable consultation with community membership.

Working within the limitations of decreased budget ceilings, dwindling support service staff and little concrete information, many school principals and teachers have made serious attempts to orient themselves in the direction of establishing viable links with their communities. Some have enjoyed more success than others, but few would attest to having achieved anything near the firm and consistent linkage they require. Discussion of this issue with school personnel and with support service staff, especially with interpreter-counsellors and social workers, reveals that schools and by extension, area administrators - require a deliberate, consistent and well organized program of assistance with various phases of school-community relations. Examples of assistance are the functions which would be involved in new immigrant family interception and orientation, intensification of E.S.L. programming and the assessment and ultimate placement of immigrant children. All such functions insist on continuous tight contact with the community as a general and routine condition of life for both the community and the school.

In the past, the chief source of assistance for the school in this endeavour has been the Social Worker and Interpreter-Counsellor staff of the Student Services Department. However, the Advisory Committee on School Social Workers provides a reading of the type of work load these personnel assume which has prevented them from providing concerted and direct assistance of any magnitude to schools in the area of school-community relations. From the report it delivered to the Board on June 13, 1974, we discover:

> "Departmental members spend the largest part of their time doing direct work with families and individual students, collaborating with principals on student problems."
>
> "The bulk of family work involves 'counselling' or 'therapy' around family problems having direct or indirect effects on the child's functioning in the schools."*

The Committee's report reveals the imbalance between functions of this type and the school-community liaison function:

> "From the results of the self-administered questionnaires, it appears that community work occupies, on the average, little (about 7%) of the social worker's time."*

From discussions with interpreter-counsellor staff and from written information they have provided to the Work Group on the extent and nature of their work-load, it appears that they have been unable to generate any consistent and meaningful assistance to schools in developing viable community contact. While social workers occupy nearly 97% of their time in the "counselling" and "therapy"of families in relation to the problems of specific children, interpreter-counsellors appear to proportion their time between two functions. One involves parent interviews and telephone home contacts relative to a specific child and home visits. The other is family assistance work such as escorting children to the doctor, to the dentist, assisting parents in visits to Manpower, Unemployment Insurance offices, etc.

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* Report of the Advisory Committee on the School Social Worker, The Board of Eudcation for the City of Toronto. p.32

Commonly then, the role of the Social Worker and the Interpreter-Counsellor is CASE WORK and INTERVENTION oriented, which, while it is certainly beneficial in terms of reaction to specific problems involving specific children and their families, does not provide the school with any meaningful concrete assistance in terms of school-community relations in general.

The Work Group agrees with the general position of the Advisory Committee on the Social Worker on the need for the establishment of a healthy school-community consultative process. Such processes would contribute greatly to the reduction of the CASE WORK through problem prevention. There are several grounds for this conviction. In a general sense, the effective working of the consultative process would bring the effects of the recommendations in this report to bear directly upon the MULTICULTURAL question as it is manifest in the community. Some specific results would be:

1. Increase immigrant student successes in the schools;
2. Dissolution of the sense of alienation in the immigrant student;
3. Dissolution of alienation between the iimigrant student and h/er family;
4. Elimination of pressure upon the student generated in the student's position as a centre of conflict for h/er cultural allegiance;
5. Stronger and healthier self image in the immigrant student.

The Work Group's advocacy for the formal establishment of a school-community consultative process to serve the cause of healthy relationships between the schools and their multi-ethnic communities implies an operational structure to assist the schools and the Areas to make the establishment possible.

The operational structure would assume departmental form and, with the exception of a co-ordinator, assign its personnel to specific areas where they would function under the administrative jurisdiction of the Area Superintendents. The department would consist of 6 school-community liaison officers each of whom would be assigned to one area and 18 school community liaison workers. Though a uniform deployment of these personnel would place 3 in each area, it would not be advisable to deploy them uniformly. Initially, deployment would be determined on the basis of ethnic densities throughout the system. School-community liaison workers would function under the jurisdiction of the Area Superintendent through the supervisory authority of the area school community liaison officer. The department would employ a central co-ordination authority under the title Co-ordinator of the School-Community Relations Department.

It should be clearly understood that the Work Group, in suggesting the establishment of this operational structure to the Board, carries two specific intents. One is that the Area Superintendent will hold direct and complete administrative authority in h/er area and that the area school community liaison officer will be administratively accountable to the Area Superintendent.

It is the further intent of the Work Group in suggesting the establishment of this operational structure to the Board, that the Area Superintendent in the exercise of h/er authority will also assume the responsibility of utilizing the School-Community Relations Department personnel under h/er administrative jurisdiction to establish and maintain five general procedures in h/er area:

1. Contact and communication for the purpose of generating effective school-community relationships and a TOTAL CONSULTATIVE PROCESS between school and community;
2. Interception of new immigrant families in the community and family receiving and orientation; immediate student assessment and placement;
3. Promotion and encouragement of parent access to schools; provision of information to the community about the local school; focus of attention and interest upon education in the community;
4. In-service programming assistance for teachers in all areas of multicultural learning and sensitization;
5. Promotion and instillment of school staff sensitivity to culture and heritage represented in the school community and to the hopes, aspirations, and expectations of the school community's people and their children

In suggesting the establishment of this operational structure and in the expression of intent, the Work Group supports the concept of decentralization as stated in the Board's Decentralization Study Team Report, April 10, 1975, and it accepts the definition of the Area Superintendent's role and the role of the subject directors as it would be deemed to apply to the School Community Relations Co-ordinator.

The suggested responsibilities and authority of the School Community Relations Department's personnel are set out in three categories of positions as follows:

RESPONSIBILITIES: CO-ORDINATOR, SCHOOL COMMUNITY RELATIONS DEPARTMENT

1. Co-ordinate, on a city wide basis, the development of school-community relations in collaboration with individual Area Superintendents.
2. In collaboration with Area staff, co-ordinate the development of comprehensive Board programs for receiving, assessment, placement, and orientation procedures.
3. To develop, through the function of the school-community liaison officer, in-service programs for teachers as required by the Area Superintendents. These programs would respond to requests from the school staffs for assistance in understanding the cultures of the various immigrant communities in which they work and would mobilize community resources in the development of such programs.
4. In concert with Area Superintendents, school principals and staffs, co-ordinate the provision of broad interpreter service in the system, as necessary.
5. To make recommendations to the Superintendent of Personnel concerning the hiring and distribution of school-community liaison workers. In making such recommendations, to take into consideration no only the specific needs of each Area but also the language needs of the system as a whole. (e.g. Japanese, Spanish, German, etc.)
6. Assist the Area Superintendents in the preparation of a budget proposal for the Board's consideration in order that each Area Team may have adequate funds to fulfill the responsibilities assigned to it by the Board.

RESPONSIBILITIES OF THE SCHOOL COMMUNITY LIAISON OFFICER

To the Area Superintendent

1. In collaboration with school staffs, to develop local community contacts with reference groups.
2. Development and implementation of receiving procedures and orientation programs in the Area.
3. In collaboration with school staffs, to develop local community contacts and reference groups.
4. To identify and contact all community organizations, both institutional and informal, that can assist the schools in communicating and co-operating with their communities.
5. To co-operate with the New Canadian consultant in developing special academic improvement (booster) programs for the children of immigrant parents.
6. Through the function of the school-community worker, to provide broad interpreter service to the Area as necessary.
7. In consultation with the Area Superintendent, recommend to the School Community Liaison Co-ordinator the language competencies judged to have greatest priority for the Area.

To the Co-ordinator, School Community Relations Program

1. To attend regular meetings called by the Department Co-ordinator to share and discuss Area initiatives and programs throughout the city's schools.

RESPONSIBILITIES OF THE SCHOOL COMMUNITY LIAISON WORKER

1. To assist the School Community Relations Officer develop effective community contacts and reference groups.
2. To assist the School Community Liaison Officer in providing broad interpreter services for the Area as needed. This will involve not only the utilization of personal language skills, but also the enlistment of ethnic community organizations and individuals who can assist with this function.

3. To assist the School Community Liaison Officer in the development and implementation of receiving procedures and orientation programs in the Area.

4. To assist the School Community Liaison Officer in collaborating with school staffs, to develop local community contacts and reference groups.

5. To assist the School Community Liaison Officer to identify and contact all community organizations, both institutional and informal, that can assist the schools in communicating and co-operaing with their communities.

In consequence of the preceeding observations the Work Group has presented in the preceeding section of this Report, it is recommended that:

1. The Board of Education establish a School-Community Relations Department.

2. That the establishment for this department be:

Co-ordinator, School Community Relations Department	1
*School Community Liaison Officers	6
**School Community Liaison Workers	18

* One per Administrative Area.
** Assigned to Areas according to need.

Some considerations for their distribution to be:
a) the ethnic demography of the Area,
b) the number of New Canadian students identified in the Area,
c) the expressed needs of school staffs,
d) the needs of the system as a whole, particularly in relation to some of the smaller and more dispersed ethnic communities.

3. In consultation with the Committee on Multicultural Programs, the Personnel Department draw up a working criteria and qualifications and appropriate salary classification for the three positions that are described in the established recommendation for School-Community Relations Department.

In that the positions of School-Community Liaison Officers and Workers as well as other Board positions involving community contact requires bi-lingual competence of the personnel occupying those positions, the Work Group recommends that:

4. The Personnel Department set up procedures that will set up procedures that will adequately assess language skills, both oral and written, of applicants for all such positions. It is understood that one of the languages will be English.

5. The above positions be advertised both to teaching and non-teaching personnel of the Board.

6. That in June 1976, the Committee on Multicultural Programs report to the Board on the success of the School-Community Relations Department.

B. Development of Communication Resources

In general, the Work Group has attempted to develop this report in terms of observations, suggestions and recommendations addressed to the Board for policy decisions. Conversely, it has deliberately attempted to avoid intruding upon matters of administration. However, the temptation is strong to concern deliberations with administrative issues. In any case, the line of distinction between policy and administrative decisions is often diffuse and uncertain. No doubt the reader will discover elements in the report which s/he may feel s/he has cause to identify as administrative concerns. The Work Group's plea about any discovery of that type would be either OVERSIGHT or DEBATEABLE ISSUE. Having covered that ground, however, the Work Group concedes that its concern about community communication and its relation to the community's need for information about its school's operation and programs has prompted it to enter the administrative area deliberately. As a result of suggestions which have come to the Work Group from teachers, principals, and the ethnic minority communities, the Work Group has developed a series of specific recommendations for actions which apply to the system generally and which both secondary and elementary schools may find useful in their own efforts to expand their dialogue with their ethnic communities.

RECOMMENDATIONS

Communication

1. That the Toronto Board prepare Information Kits (visual and printed) relating to various aspects of the Toronto system to be used by schools in working with their community and in orientation programs for children and parents,

2. That video tapes be made of local school programs and other areas of interest for use in parent seminars,

3. That schools develop methods of visibly demonstrating to the community at large its commitment to the concept of multiculturalism. The Humberside "Festivsl of Cultures" is one such example,

4. That the Board, as well as each of its schools, develop annually an ethnic demographic chart. This information will be of value not only to the staff of each school but also to the various community groups and organizations with which the school seeks to co-operate,

5. That the Board encourage the formation of ethnic clubs in secondary schools as one way of nourishing the maintenance of various cultures and enriching life of the total school community,

6. That the schools utilize the members of its various cultural and ethnic clubs to help develop understanding between home and school, e.g. "Soul Club" - Oakwood Collegiate.

7. That the Toronto Board of Education utilize the ethnic press and ethnic radio and T.V. programs to communicate with immigrant parents,

Since it is frequently desirable to translate school communications into a number of languages, yet it is not practical for the Board to employ on a full time basis the number of interpreters necessary to provide such service, it is recommended that:

8. Each area, through the function of the School Community Relations staff, identify volunteer or commercial translators who can provide this serivce,

9. School principals be authorized to pay for such service through each school's petty cash fund. It is understood that the usual receipt procedures are available for such translations,

9. That each school, with the assistance of the School-Community Relations staff, develop an inventory of parent and student volunteers who can assist in:

    a) registration, particularly in the first week of school;

    b) reception and orientation programs;

    c) interpreting during interview sessions when the use of lay people is appropriate;

    d) translating written material from English to the various languages of the school community.

10. That schools, with the assistance of School Community Relations staff, organize appropriate programs to inform immigrant families about all aspects of its operation and programs:

    a) explaining the organization of the Toronto system;

    b) outlining attendance requirements, field trips, programs, reporting procedures, etc.;

    c) discussion role of resource personnel, e.g. nurse, social workers, psychologists, etc.;

    d) Credit system;

    e) discipline.

    etc.

C. The Guidance Function

General considerations arise as a result of thinking about the Board's Guidance Department and its relationship to the immigrant student in the context of MULTICULTURALISM. The consultation process involving school and guidance personnel, teachers, students and some community groups make it possible to state that present placement procedures are at best impersonal and somewhat mechanical, both in terms of the secondary school candidate who enters the system for the first time and the student who enters the secondary school panel from the senior school. More often than not current academic performance and record rather than the number of problems the immigrant student confronts in the alien school system forms the single source of the guidance counsellor's judgement and of his placement recommendation.

While the trustees of the Work Group concede that academic performance and record are of vital importance in the assessment and placement process, they also recognize that the reason for unsatisfactory performance and its record are of equally vital importance if, indeed, not more so.

The Work Group is prepared to concede that the aspirations and expectations of both the student and h/er parents may well be unrealistic and beyond any possible hope of fulfillment. At the same time, it is obvious that the need to make any determination relating to these aspirations and expectations with the greatest possible degree of certainty is crucial.

Nevertheless, arriving at the determination is merely a first step toward student placement which will provide h/er with the maximum educational opportunity possible. It is categorically imperative that both students and parents comprehend to the fullest possible extent the direction in which the student is moving, the reasons for it and what they can expect as a result.

The issue here is, of course, communication in the best sense of the term rather than in the technical "input-output" context. Communication as consultation, as a sharing process is a paramount necessity in the guidance function, While the procedure of developing grade level "equivalents" between the new immigrant student's school record and our own grading system is useful as a beginning reference point for discussion about assessment and placement, to employ it as placement determinant is to risk inadequate assessment and inaccurate placement. Whether the placement is too "high" or too "low", the result is such that the school system places the student in a high failure risk situation. Either the student finds it difficult, if not impossible, to meet the course requirements or s/he feels the discontent, resentment and a negative impression of what s/he perceives as h/er past academic accomplishment. The resonance and ramifications of either are virtually endless in terms of the student's personal development, the impact of h/er imaginings about h/er future and h/er capacity to take full advantage of h/er educational opportunities.

The traditional guidance function of most school systems has been employment oriented. Counselling and guidance has usually been a matter of "aiming" the student and then providing information and advice on course selection and the make-up of a program time-table. Perhaps the single most significant requirement that MULTICULTURALISM and the student population it generates places before the guidance function is the need for more person-directed counselling and more life-oriented guidance. This does not mean that the clerical functions of the guidance counsellor such as the distribution of employment information pamphlets and brochures to students and explanations of course content and pre-requisites are not important. What it does mean is that the guidance function in a MULTICULTURAL context reaches far beyond that to understanding who the student is, what h/er culture means in terms of how s/he sees and hears the counsellor. How the student's culture and race influences h/er perception of the counsellor and his role in her identity is a reality of which the counsellor cannot afford to be unaware. What understanding and comprehension means to h/er in relation to what they mean to the counsellor is another matter for the counsellor's awareness. Of course, there are many kinds of awareness a counsellor requires, but these examples are sufficient to make the point.

To clarify the guidance function in relation to the needs of the Toronto Board of Education's multi-ethnic student population, it is recommended that:

1. The Guidance Department be assigned specific responsibilities for entry of immigrant students.
2. The Board review the Guidance function including an examination of whether our present staffing formula provides adequate guidance personnel.
3. All guidance staff be extensively involved in all in-service programs relating to the education of immigrant students.
4. In schools with large extra Anglo-Canadian populations the principal consider the advisability of employing bi-lingual guidance staff.
5. The Board employ a full-time secondary school Placement Officer for assignment to the Guidance Department.
6. The Guidance Department review "A Time To Choose" in detail and effect necessary revisions.
7. Each secondary school principal assign one guidance person a specific responsibility for student assessment. This function is to be executed through consultation with the Area Teams, the School-Community Relations Officer, and other school staff members, and if necessary the Board Placement Officer.
9. In cooperation with the Guidance Department, the Research Department recommend to the Board possible procedures for "tracking" New Canadian students in a longitudinal study as they move through the school system, and for a period of 3 to 5 years after leaving secondary school.

D. Social Workers and Interpreter-Counsellors

On July 4, 1974, the Board passed a motion (Trustees Barr and Shanoff)

> "that Recommendations 13, 14, 15 and 16 and the relevant sections in Chapter VI, VII and VIII of the Advisory Committe on the School Social Worker be referred to the Work Group on Multicultural Philosophy and Programs for consideration and appropriate action."

In its deliberations, the Work Group has taken care to proceed against the background of the report from the Advisory Committee on the Social Worker as it relates to the chapters and relevant recommendations indicated in the above excerpt from the record of Board minutes. This is particularly true of discussion which related specifically to the development of over all school-community relations procedures and the plans to recommend the establishment of a School-Community Relations Department. In consequence of these discussions, the Work Group has one observation to submit before it proceeds to the detailed recommendations.

Among both the social work staff and the interpreter-counsellor staff there are people who possess the personality, skills, competence and consciousness which will most certainly prompt them to submit applications as candidates to fill some of the twenty-five new positions outlined in this report as the establishment for the proposed School-Community Relations Department.

Social Worker Deployment

The deployment of the remaining social workers would necessarily depend on two factors always provided, of course, that the Board approves of forming the new department.

1. The actual number of staff remaining if and when successful applicants from the present establishment join the School-Community Relations Department.
2. If and when the Board decides to employ additional social workers in order to retain the present number of that establishment staff.

In either case, the Work Group considers it necessary to retain the function of the remaining social workers on the distinct understanding that they will co-ordinate their activities and functions with that of the area School-Community Relations Department operation. With the eventual decrease of specific problems we can expect as a result of the proposed School-Community Relations Department's function, it is predictable that the general case work load which requires the social workers' attention will become more reasonable. Thus it is similarly predictable that the effectiveness of their own function will increase.

As for the function of the social worker in terms of their more immediately and directly operational relationship with the ethnic minority segments of the multicultural society, the Work Group is in full agreement with the tenor and implications of the recommendations set out on Page 85 of the "School Social Worker" report. The report is directing its attention to the social work field placement of students from the Schools of Social Work:

> "it is expected that preference will be given to those students who, in addition to having above average general competence possess multilingual skills."

and again on Page 103, 15 (c)

> "through conscious placement of social workers and assistant social workers with differing linguistic/cultural backgrounds. It is understood that as positions in either of these categories become vacant, priority will be given to applicants with linguistic/cultural skills, experience and understanding where such need exists."

Interpreter-Counsellor Deployment

Again, the actual number of successful candidates among those who may apply for a position in the proposed School-Community Relations Department from the present Interpreter-Counsellor service establishment will determine the number of those who remain in the Student Services Department.

In any case, the Work Group realizes that there will continue to be a need, for some time within Student Services itself, for interpreter assistance. It is expected that over a period of years, as more bilingual staff join the various departments of Student Services, that the need for such interpreting services will gradually diminish.

Recommendations

In response to these observations, it is recommended that:

1. The Board encourage all personnel of the Social Worker and Assistant Social Worker staff to consider submitting application for positions in the School-Community Relations Department.

2. Social Workers who do not transfer to the School-Community Relations Department continue to fill their present roles in Student Services Department.

3. Assistant Social Workers (interpreter-counsellors) who do not transfer to the School-Community Relations Department remain attached to Student Services Department for the purpose of providing interpreter and translation service to that Department.

4. An ability to speak another language, in addition to English and French, be one important consideration in the hiring of additional staff in the Student Services Department.

ISSUE 8

THE RESPONSIBILITIES AND ROLE OF SENIOR GOVERNMENTS

In mid-December 1974, the Canadian Consultative Council on Multiculturalism presented its recommendations to the Federal Government, The impact of the very first recommendation is telling in the fact that it is both the first recommendation and that it unmistakably illustrates the tenor of the Council's thinking in terms of responses to the needs of the multi-ethnic community and financial support for those responses.

> "It is recommended that: In the implementation of its multicultural policy, the Federal Government make funds available to relevant provincial departments for the teaching of languages other than English and French..."*

It need hardly be more than noted that, historically, the settlement, growth and development and indeed the identity of Canada as a nation owes its success to immigration. Apart from the spasmatic and thin immigration flow which began the country's settlement era, the first large wave of immigration occurred during the two decades between 1901 and 1921. During that period, 3,371,000 people, mostly of Greater British, northern and central European origin, emigrated to Canada. The second major influx occurred during a two decade period following World War II, between 1951 and 1971, when 3,970,000 immigrants arrived in this country. During this period a major shift in the immigrants' country of origin became evident. This time it was not so much the nations of Central Europe or Great Britain, but those of the Mediterranean Region from which the majority of people emmigrated. The most prominent were Italy and Greece. During the same period immigration from the Azores Islands off Portugal was also fairly intense.

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*Recommendations of The Canadian Consultative Council on Multiculturalism, submitted to THE GOVERNMENT OF CANADA, December 1974.

Neither Canada nor the City of Toronto were prepared for the impact that this new wave of immigration made on the schools. Not only were they confronted with students for whom the English language was completely alien, they were confronted with a totally different character and configuration of cultures than any they had ever encountered in the previous immigration wave.

Indeed, it has always been true that both the Federal or Provincial Governments' citizenship operations appear to have missed the point that children and students of extra-Anglo-Canadian origin are immigrants as well as their parents and other adults.

During the 1960's the development of withdrawal classes staffed with special E.S.L.* teachers began as schools in Toronto attempted to respond to the educational requirements of the new immigrant students. In 1965 the Toronto Board of Education established the Main Street Reception School as another measure of response. For half a decade, the Toronto school system enjoyed some success with these responses, and the then "New Canadian" students appeared to function satisfactorily in their new educational environment. And then came the '70's!

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*English as a Second Language

Major shifts in the immigration configuration have occurred again. The most significant of these changes is perhaps that large numbers of these immigrants can now be recognized by the colour of their skin. The following statistics indicate the steady decline in the number of immigrants coming from Italy and Portugal contrasted with the large increases in the numbers of immigrants distinguishable by the colour of their skin.

This table details the percentage increase or decrease and the numbers of immigrants coming to Canada for the period 1951-1973.

	1951-57	1958-62	1963-67	1968-73
Italian	166,379	101,181(-39%)	121,802(+20%)	54,556(-55%)
Chinese	16,445	7,000(-59%)	18,014(+15%)	45,977(+155%)
East Indian	1,637	2,840(+74%)	12,371(+334%)	40,944(+231%)
Black	6,852	6,731(-2%)	10,833(+61%)	43,996(+306%)
Portuguese	8,115	16,731(+106%)	32,473(+94%)	54,199(+67%)

Although English is the first language of many of these immigrants, the problem of dialect together with the fact that in many cases the differences in culture and educational experiences is greater than it is for non-English speaking immigrants has produced a condition of near crisis in our schools. The reports of the visits of the Work Group to Bickford, Brockton and Oakwood secondary schools gives some indication as to the degree of seriousness with which both staff and students view the situation.* In 1973 alone, immigration from South American registered a 233% increase from the previous year, from Southeast Asia 177%, from the Caribbean 176%, from Africa 233%.

With little exception, school briefs and school staffs emphasize the demoralization, failure and violence that may result unless our system responds with major improvements in programming.

Perhaps the strongest and most frequently voiced recommendation arising from briefs and presentations is a plea for the Board to solicit from senior levels of government major involvement in the dissolution of this detrimental condition.

To this end the Work Group has written numerous letters and talked to administrative personnel and members of government at both the Provincial and Federal levels. These conversations were slow in developing and the trustees were frequently discouraged with what they perceived to be the insensitivity of government to their concerns. However, during the last month, communication has improved and become much more encouraging. The Federal Government has been particularlyreceptive and has indicated a willingness to intensify its discussions. During the past month, the Provincial Ministry of Culture and Recreation has indicated a willingness to listen to specific proposals from the Board.

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* See Appendices D and F.

Just recently, the Provincial Ministry of Education has established its own committee on MULTICULTURALISM. Though the committe's precise frame of reference is not yet public, it is expected that such issues as provincial policy on MULTICULTURALISM, the problem of English as a Second Language for the children of immigrant parents, perhaps the cost of teacher training in the E.S.L. area, Third Language policy and inter-intra-ethnic tensions will form some part of the new committee's mandate.

Expansion and intensification of all these discussions is essential if we are to enjoy any degree of success in responding to the educational and social issues presently confronting this school system. The argument that Federal involvement is inappropriate because education is a Provincial matter is not only unjust and unreasonable, but it is inaccurate. One of the specific goals the Green Paper on Immigration and Population mentions (Chapter 2) is:

> "to promote the early adjustment and establishment of immigrants".*

It is self-evident that a major factor in the successful adjustment for the immigrant family involves the orientation of the school system to meet the needs of their children so that they may enjoy the same advantages of access to educational opportunity as is normally available to others.

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*Highlights from The Green Paper on Immigration and Population, Office of the Ministry of Manpower and Immigration; April 1975.

One of the many responsibilities the Board must assume is to involve the Federal and Provincial Governments in this orientation process. There is a need to provide funding for broadly based educational reorganization and redevelopment projects to support detailed programming in three major operational areas:

1. In the programs of English language attainment of new immigrants, children and adults.
2. Establishment of a comprehensive reception and placement strategy and orientation for immigrant families and children.
3. Reassessment, re-organization and redevelopment of all curricula for the purpose of infusing them with appropriate and accurate multicultural content.

There is an important precedent available which can instruct any attempts the Federal and Provincial Governments might make to realize the co-operation necessary to provide the Board with the financial support required to establish these three large educational reorganization and redevelopment projects. Through a percentage cost-sharing agreement between the Federal Government and the Province, the two levels of government collaborated to provide the Board with funds for building vocational and technical schools in the city during the 1960's. The Work Group on Multicultural Programs believes that this undertaking provides both a precedent and an example of Federal financial involvement in a matter of Provincial jurisdiction.

The real pressures of educational requirements in a mult-cultural community makes it insufficient to merely declare the Board's prerogative to establish priorities as it sees fit within the limits of a specific educational budget which does not of itself, recognize the requirements. The fact is that the cost of reorienting a school system to a completely new cultural base of unprecedented complexity is extra-cost. There is no doubt that once reorientation is accomplished and a responsive capacity is established to ensure accommodation to any shifts in the multicultural configuration which may occur in the future, the cost of maintaining a viable educational delivery service in the new context will decrease considerably.

Perhaps the most significant response the Work Group has to offer about the observations set out here is that the appropriate Ministries of both the Federal and Provincial Governments have recently displayed a positive and encouraging attitude toward the notion of discovering ways and means for collaborating to bring a viable solution to the concerns they share with the Toronto Board of Education in the area of MULTICULTURALISM. While it is true that discussions with some Ministries began slowly, recent correspondence and personal discussion with administrative staff and elected representatives from both levels of government has provided the Work Group with a distinct impression that the dialogue will continue. Members of the Work Group and the various representatives of the two levels of government with whom it has been discussing the issue are looking forward with enthusiasm and confidence to the time of transition in the very near future from constructive dialogue to positive action which must certainly follow.

To bring direction and focus to the Board's discussion with the two levels of government on the question of support and assistance in orienting its undertaking to the educational requirements of Toronto's multi-ethnic community, it is recommended that:

1. The Federal Government, through the action of the Secretary of State, make monies available from its recent fund allocation of $50 million to reduce racial tension through the medium of education.

2. Manpower and Immigration provide compehensive counselling to immigrants before emigration to Canada.

   It would include, along with other components, the following:

   a) Information on public education in Canada, both at the elementary and secondary levels.
   b) The necessity of including in immigrant documentation a comprehensive record of previous educational experience.

3. The Department of the Secretary of State develop Cultural Kits, including film resources, which will provide schools with information about and insight into the heritage and cultures of the immigrant communities in Ontario.

4. The Toronto Board of Education petition the Ministry of Education to amend The Education Act to permit,

   1) the teaching of languages other than English and French as a subject of instruction in response to community needs.

   2) teachers to use languages other than English and French in communication with their students.

5. The Ministry of Education provide funds as soon as possible for the development of a test with Canadian content, to replace the Michigan and T.O.E.F.L. Tests.

6. Child care, funded by the Ministry of Community and Social Services be included as one component of adult E.S.L. programs.

7. The Ministry of Education be requested to develop curriculum guidelines for multicultural programs.

8. The Toronto Board of Education request the Ministry of Education to authorize the Ministry and Board to jointly develop credit courses that would lead to the granting of a specialist's certificate in E.S.L. and which would include special training in the operation of E.O.D. (subject booster) programs.

9. The Board of Education for the City of Toronto request the Ministry of Education to set up a Task Force to recommend the development of appropriate programs that would prepare teachers, particularly those trained in Metropolitan Toronto, to work in a multicultural society. The Task Force to include in its membership representatives from the Major Boards of Education in Metropolitan Toronto, Teachers' Federations, and community groups.

10. The Federal Government negotiate an agreement with Provincial Governments to absorb the cost of English language learning and subject upgrading programs for immigrant students. The budget allocation to include funds for personnel as well as program materials.

11. The Federal Government, through its Multicultural Department, and the Provincial Government, through the Ministry of Culture and Recreation, support community initiated bilingual/bicultural programs.
e.g. Chino-Canadian Bilingual/Bicultural Program
Greco-Canadian Bilingual/Bicultural Program.

GLOSSARY AND APPENDICES

GLOSSARY

Assessment -

Procedures for the determination of a given student's previous educational experiences and achievements, and the probabilities for his/her success in the various level programs available in the school system.

Bilingual Transition Program -

Unrelated to TRANSITION CLASSES. Special classes for non-English speaking immigrant students which employ the students' original language as a LANGUAGE OF INSTRUCTION for the purpose of gradually displacing the original language, and introducing English as the student progresses through the grades.

Booster Programs -

Classes which function on a withdrawal basis for the purpose of providing immigrant students with an opportunity to increase their achievements in specific subjects. See EDUCATION OPPORTUNITY DEFICIENCIES.

Education Opportunity Deficiencies -

Used to distinguish the cause of low academic standing in specific subjects from intellectual or academic capacity in the student. Refers specifically to a lack of a student's opportunity, as a result of his/her past educational experience, to achieve a certain level of status in a given subject.

First and Second Language -

Refers to the two official languages of Canada (English and French).

New Canadian Student -

A New Canadian student is any student who is unable to function successfully in the regular program because of an interfering language or dialect and whose culture is different from that of the school system.

Orientation -

An intensive and comprehensive program to familiarize the immigrant family with all facets of the school system's operation; that is, its organization, composition, program types and levels, philosophy, resources, etc.

Original Language -

Refers specifically to the first language of the immigrant student.

Placement -

The function of locating a student in an educational program.

Receiving -

The initial process of receiving new families when they first arrive at the school.

Reception Class -

Special classes designed to provide non-English speaking immigrant students with an opportunity to develop a basic working facility in English which will permit them to participate in regular school programs at the earliest possible time. These classes normally occupy the full school day.

Third Language -

The relationship of the original language of the non-English speaking, extra Anglo-Canadian immigrant student to the two official languages of Canada except in cases where reference is to the "first language of the immigrant student".

Transition Classes -

Classes which function on a withdrawal basis for the purpose of providing immigrant students with opportunities to participate in special English language study programs or in special Booster programs in specific subjects or both. Transition classes assume that the student has developed a basic working competence in the English language. The class derives its name from the recognition that non-English speaking immigrant students require a channel of gradual entry into the regular school program from the RECEPTION CLASSES. Hence, the transition from one to the other.

Withdrawal Procedures -

The practice of withdrawing immigrant students from the regular school program for fixed periods of the day to participate in TRANSITION CLASSES.

APPENDIX A

RECOMMENDATIONS

English As a Second Language

The Recommendations which follow represents the Work Group's perception of additional measures necessary to ensure the development of sound educational opportunities to meet the language and learning as well as the subject upgrading (booster) requirements of the immigrant student.

Recommendations relating directly to E.S.L. and subject upgrading teacher staffing occur under Issue 6 - System Sensitivity.

A. GENERAL

The two following recommendations apply only to Secondary Schools.

It is recommended that:

1. Each secondary school in Areas 1, 2, 3, and 4 provide reception and transition programs for their immigrant students.

2. That in all secondary schools students receive "credit" for E.S.L. programs, both reception and transition, that fulfill the requirements contained in H.S.1.

The following recommendations apply to all schools.

It is recommended that:

1. The Board formally adopt the integration of the following three principles as the supporting philosophy for English Language Learning for immigrant students,
   a) Cultural Immersion,
   b) Basic coding/decoding (Reading and Writing) and the decorum skills (grammar and syntax),
   c) The recognition in E.S.L. programming of the place of material and learning elements which reflect the student's own cultural heritage.
2. Immigrant students should be integrated as soon as possible into those areas of the regular school program where they can experience success.
3. The Language Study Centre and its New Canadian consultants develop programs, materials, strategies, and staffing recommendations that are appropriate for assisting immigrant students during the critical ages from 11 to 16.
4. Suggested program guidelines be provided for all teachers in E.S.L. and subject upgrading (booster) programs at all levels.

B. TYPES OF PROGRAMS

REGULAR SCHOOLS - Day

a) Junior School (Grades 1 - 6)

It is recommended that:

1. Immigrant students entering the system at this level be withdrawn to a special program as determined by staff and agreed to by the family. The daily period of withdrawal will vary from a half-hour to a half-day, depending on need.
2. Students in the junior division, particularly in Grades 5 & 6, be withdrawn for half-day periods until their English and/or basic academic skills are adequate to enable them to participate successfully with their peer group in the regular program.

3. Schools experiment with other strategies, including Reception classes.

4. All such programs to include two components, E.S.L. and subject upgrading (booster) to meet the needs of both English speaking and non-English speaking immigrant students.

b) Senior and Secondary Schools

It is recommended that:

For Reception Classes

1. The major component of the program in these classes will be E.S.L.

2. Students to be placed full time in these classes.

3. Where feasible participation is to be arranged with regular students in programs such as Physical Education, Music, Home Economics, etc.

4. As soon as English language competency has reached a level that will permit successful participation in significant sections of the regular program, the student will be transferred to the next stage.

For Transition Classes

1. This is to be organized on a withdrawal basis in order to provide second phase language learning and up-grading of basic skills (booster programs).

2. The time spent each day in regular classes depend on the needs of each student. This should be decided in consultation with all staff involved, particularly E.S.L. and guidance teachers, and also with students and parents.

3. The extent and duration of this withdrawal program to be flexible and evaluated at regular intervals.

REGULAR SCHOOLS - Summer

a) Elementary Schools

It is recommended that:

1. Where feasible, each individual elementary school provide a New Canadian summer program.

2. Where feasible, local school staff, with a particular interest in E.S.L. and in working with immigrant families, staff such programs.
3. The Board investigate the possibility of developing suitable language development programs for students under age 7.
4. That funds from the Professional Development Account be made available so that all teachers employed in the summer program will be provided with an in-service program.
5. The Superintendent of Curriculum report to the School Programs Committee on the possible advantages of linking the Summer Enrichment Program and the New Canadian Summer Program in 1976 in schools which in 1975 offered separate programs.

b) Secondary Schools

In the summer of 1974, at Greenwood School, the Board offered for the first time to secondary level New Canadian students a full English credit in E.S.L. This program was well received and will be offered again in 1975 at Castle Frank School.

It is recommended that:

1. In 1976 this credit program be offered at a number of secondary schools strategically located throughout the city.

ADULT PROGRAMS

It is clear to the Work Group from discussions with both staff and with students, that the Board should make a major effort to clarify aims, expand strategies and programs in the field of Adult E.S.L. teaching.

It is recommended that:

1. The administrative person charged with responsibility for the adult evening E.S.L. program bring to the New Canadian Committee, by December 1, 1975, recommendations to ameliorate these concerns.

2. The Language Study Centre provide assistance in developing programs and strategies for teaching English as a second language to New Canadian adults.

3. That grouping be permitted in response to specific school needs.

4. The Board, through its School-Community Relations Officers, initiate an outreach program to encourage adult New Canadians to participate in its English classes.

5. Wherever possible, adult evening programs be offered at the local level.

6. That where recommendation 5 is practical, the school staff be intensively involved in both the development of the program and in staffing.

7. Teachers with a thoroughgoing interest in the curriculum areas of E.S.L. as well as a desire to work with community should receive first consideration in staffing.

In discussing with staff some of the new local school adult E.S.L. programs, it is apparent that a major consideration is the provision of childcare for younger members of the family. This is particularly true when mothers are involved. One school attempted to solve the problem by keeping the library open for doing homework and playing quiet games, and by using a kindergarten for younger children. Volunteers, with all the organizational restrictions inherent in this form of staffing, were used.

It is recommended that:

8. The Board request the Citizenhsip Departments, Federally and Provincially, to fund a child care component of adult E.S.L. programs.

9. Moneys from the Provincial Development Fund be used to provide in-service programs for teachers in Adult programs, particularly at the beginning of the term.

10. Consideration be given to utilizing the library in schools with adult E.S.L. programs.

In its visits to schools to observe adult E.S.L. programs, it was evident that the effectiveness of many of the classroom programs was delimited by the number of adults enrolled. In some classrooms, all desks were taken and some students were sitting on tables.

Therefore, it is recommended that:

11. The Board establish as the staffing formula for Adult Programs the one passed by the Board for the "Working English Program".

12. The Director, in consultation with the Work Group on Multicultural Programs, recommend an appropriate procedure for administering adult E.S.L. programs.

C. THE NEW CANADIAN PROGRAMS DEPARTMENT

It is recommended that:

1. In order to promote the development of comprehensive language programs to meet the educational needs of all students in a multicultural community, the Language Study Centre assume responsibility for program development in the field of "language arts".

2. The number of New Canadian consultants be increased to a total of 6.

3. The status of these consultants to be as follows:

Consultants	5
Consultant with status of Assistant Co-ordinator.	1

4. In addition to assuming the function of co-ordinating New Canadian programs within the Language Study Centre, the Assistant Co-ordinator will also fulfill the role of New Canadian consultant in Area 6.

5. The New Canadian consultants be responsible to both the Area Superintendent and the Language Study Centre as described below.

Responsibilities of the Assistant Co-ordinator, New Canadian Programs, Language Study Centre

1. With the help of the New Canadian consultants to assist the Director of the Language Study Centre in the establishment of coherent and comprehensive program policies in the area of English language learning for children of immigrant parents.

2. To assist Area Superintendents in the implementation of the above policies to meet program needs of each of the six administrative areas in the Board.

3. To assist Area Superintendents and their New Canadian consultant in developing a comprehensive and intensive in-service program for their New Canadian staff.

4. To be responsible, where appropriate, for co-ordination of information dealing with all aspects of New Canadian programs throughout the City of Toronto.

5. To meet regularly with Area Superintendents to ensure that New Canadian programs in City of Toronto schools are subject to consistent scrutiny with respect to both stated policy and implementation.

6. To actively seek an effective liaison with secondary school English heads and to attend their meetings.

7. To assist English departments in secondary schools with the development of E.S.L. credit courses for Ministry approval.

8. To be a member of the Central Curriculum Council.

9. To be responsible to the Director of the Language Study Centre for the general planning and supervision of all programs designed for New Canadians, including those at General Mercer, Orde, Ogden, Frankland, and Jackman.

10. To co-operate with each Area Superintendent in the annual preparation of a program-based budget for New Canadian work in the Area. The cost of New Canadian teaching personnel would be included in this

budget, so that the total cost of the New Canadian program would be readily computed.

11. To work closely with each Area Superintendent in program development and staffing in all New Canadian adult programs.

Responsibilities of the New Canadian Programs Consultant

To the Area Superintendent:

1. Responsible to the Superintendent for making all teachers aware of current Board policies in the area of English language learning for children of immigrant parents.

2. Responsible to the Superintendent for developing and implementing New Canadian programs in the Area schools that are compatible with Board policies. If modifications of those policies are requested as a result of specific needs by teachers, students, and community, to be prepared to articulate specific reasons for such differences.

3. Responsible for arranging intensive and comprehensive in-service courses and meetings for New Canadian teachers within the area.

4. Responsible for working closely with the School Community Liaison Officer in interpreting Board philosophy and programs to the community.

To the Assistant Co-ordinator, Language Study Centre:

1. The New Canadian consultant would be responsible for contributing to the development of Board policies and program development for the city.

2. The consultant would attend regular meetings called by the Assistant Co-ordinator to discuss and revise city-wide policies and to report on specific developments in teaching methods, curriculum and class organization within each Area. In this way the Language Study Centre would continually be revising and making more specific its policies and program guidelines in the light of insight derived from experience within each Area.
   In turn, each consultant would benefit from discussions with other consultant and could take new ideas to h/er Area.

D. RECEPTION CENTRES

The question of Reception Centres as self sustained and separate entities in the Toronto school system renders it necessary for the Work Group to consider it as a distinct operational issue in the context of MULTICULTURALISM. As a result of this necessity, the Work Group has decided to enter its response to the question of Reception Centres separately in this segment of its Report.

AREA 5 RECEPTION CENTRE

In 1965 the Board established Main Street School as a Reception School for New Canadian students. In the intervening ten year period, under the leadership of three different principals, the staff has developed a wide range of techniques and materials in its search for the best possible programs for immigrant students.

The composition of the immigrant community in the East End has undergone major changes in the last few years. Many are English-speaking immigrants, who are having major adjustment and achievement difficulties in our schools. As a result, there is a need for Greenwood School to adjust its program to reflect the educational needs of a changing demographic student population.

Therefore, it is recommended that GREENWOOD SCHOOL,

1. In collaboration with school principals and the School Community Liaison Staff, develop a program for implementing the recommendations relating to receiving procedures, assessment and orientation of New Canadian families as outlined in this Report.

2. When new families are "received" at Greenwood, refer younger students to the appropriate junior schools.

3. Provide for the secondary schools in Area 5 a reception and booster program for immigrant students until such time that it is felt they can successfully participate in regular secondary programs.

4. The Work Group encourages senior schools in Area 5 to develop their own reception and booster programs. However, the trustees recognize that in some cases this is not practical, either due to the fact that numbers of students are too small or because of lack of physical space. Therefore, Greenwood will continue to provide reception programs for some senior school students in Area 5.

5. Transfer students at the earliest possible time to the appropriate senior or secondary school in order that they have the opportunity to participate in "mainstream" programming as soon as the Greenwood staff and the family feel the transfer is appropriate. It is expected that senior and secondary schools will provide transition (withdrawal) support in areas of need in their own schools.

6. Assist senior and secondary schools in Area 4 in dealing with exceptional cases. When they are unable, because of an insufficient number of students to provide in-school reception classes. Such referrals should be made through the Area 4 Superintendent.

7. Act as an experimental centre for the development of reception, assessment, and orientation programs. Information which developsas a result of these programs will be shared throughout the city.

8. To act closely with the Language Study Centre in developing programs which can be shared throughout the system. There is a particular need for subject upgrading (booster) program development in relation to the needs of English speaking immigrant groups.

9. Provide a focus for New Canadian teacher education in the area of multiculturalism in Area 5.

10. Naturally evolve as a cultural reception centre in Area 5.

AREA 6 RECEPTION CENTRE

During the past 12 months, Area 6 has witnessed a steady increase in the number of immigrant students. Yet, although both students and staff are increasing, the numbers are still small and unevenly distributed in comparison to situations found in other areas of the city.

		March 1974	March 1975
Number of New Canadian students	Elementary	158	295
	Secondary	-	66
Number of New Canadian Staff	Elementary	3.5	5
	Secondary	-	1

At the elementary level, numbers of immigrant students have increased sufficiently to enable the employment of E.S.L. staff. Some work full time in one school, others divide their time between schools.

In the secondary schools, the situation differs. Student numbers are still so low that it is virtually impossible to provide reception and transition programs.

Therefore, it is recommended that:

1. Area 6 develop a Reception Centre to meet the following needs in its communities:
    a) Receive immigrant families;
    b) Co-operate with Area schools in the registration of immigrant students;
    c) Evaluate educational documents. With the assistance of parents and students, outline previous educational experience;

d) Make an initial assessment of educational achievement and recommend appropriate placement. This placement may be provided either at the reception centre or in the community school.

e) In the case of younger students this placement to be in the nearest school.

f) The reception centre will be responsible for the development and delivery of "booster" programs for all immigrant students. Such programs may be provided at the Centre itself.

g) The reception centre develop communication links with reference groups within their community. The latter can both advise and assist their staff in developing programs and interpreting needs.

h) A primary goal of the centre to be the integration of the immigrant students into main-stream educational institutions at the earliest possible time.

i) The centre, in co-operating with local school staffs, is to provide a comprehensive orientation program for Area 6 schools - organization, programs, supporting procedures, support services, etc.

The Issue of Educational Opportunities Deficiencies

THEREFORE, IT IS RECOMMENDED THAT:

1. The Board establish subject upgrading (booster) programs for immigrant students who require them.
2. That the Language Study Centre develop programs relating to the teaching of English as a Second Dialect.

Original Culture and Language Maintenance

As a reaffirmation of sound educational principles, the personal benefits to the immigrant student and h/er family and the value of programs described above to the MULTICULTURAL ideal, it is recommended that:

1. Bilingual-bicultural programs be expanded in response to specific community requests and felt needs;
2. The Board and the communities involved seek funding from the appropriate ministries of governments for these programs.

The Third Language

The Education Act, 1974, Part IX, 229 (1), page 199 states:

> "In instruction and in all communication with the pupils in regard to discipline and management of the school,
>
> i) to use the English language except where it is impractical to do so by reason of the pupil not understanding English, and except in respect of instruction in a language other than English when such other language is being taught as one of the subjects in the course of study."

While the language of this section of the Ontario Education Act would appear to permit third language study as a subject at the elementary level, it is understood that regulations which the Ministry has subsumed under this section makes it clear that the language is intended to permit the inclusion of language courses of study only at the secondary school level.

Given this understanding, it is recommended that:

The Toronto Board of Education request the Ministry of Education to amend The Act and the relevant regulations to permit:

1. The teaching of languages other than English and French at all levels in response to community needs;
2. Teachers to use languages other than English and French in communicating with their students at all levels.

In reference to the present bilingual instruction program at General Mercer Public School, it is recommended that:

1. The Board endorse in principle bilingual instruction programs of the type presently in progress at the General Mercer Public School;

2. Where the number of students is sufficient and community interest is evident, additional programs of this type be initiated in other elementary schools.

In reference to the teaching of languages other than French and English as a subject at the elementary school level, it is recommended that:

1. The Board be responsive to requests for third language programs at the elementary level where such programs are requested at the local school-community level.

In reference to third language programs in secondary schools, it is recommended that:

1. The Toronto Board of Education continue its policy of responding to school and/or community requests for third language subject credit programs at the secondary school level in accordance with the following provisions:
    a) A desire on the part of the ethnic groups concerned to have courses introduced and a willingness to assist;
    b) An interest on the part of sufficient students to make the courses feasible within the guidelines of the pupil-teacher ratio;
    c) The development of a course of study in a form suitable for credit purposes;
    d) The availability of a qualified and competent teacher.
2. The Board publicize widely, particularly in the ethnic communities, the Toronto Board's policy concerning third language credit programs at the secondary level.

Multiculturalism and The General Curriculum

Therefore, it is recommended that:

1. The Director of Curriculum Development encourage school principals, heads of departments, and other staff members to develp curriculum units, particularly in the humanities and the social sciences, that recognize the contributions made by various cultures and races to -

    (a) Canadian,
    (b) Continental, and
    (c) Global

   history and development.

2. Deliberate incorporation into school curriculum units of multicultural studies, including Canadian, as they relate to the various ethnic groups that make up the local school community.

3. Inclusion of various group heritage studies (e.g. Black, Native Peoples, Scandinavian, etc.) in system-wide school curricula.

4. School programs, both curricular and extra curricular, in the fine, performing and folk arts take cognizance of the ethnic compositon of each school community.

System Sensitivity

Therefore, it is recommended that:

1. The Board of Education for the City of Toronto request the Ministry of Education to set up a Task Force to recommend the development of appropriate programs that would prepare teachers, particularly those trained in Metropolitan Toronto, to work in a multicultural society.

It is recommended that this Task Force should include in its membership representatives from the major Boards of Education in Metropolitan Toronto, Teachers' Federations and community groups.

2. The Toronto Board of Education request the Ministry of Education to co-operate in the immediate development of appropriate credit courses leading to a specialist certificate in E.S.L. Such a program should include courses in anthropology, linguistics, studies of various cultures, migration of peoples, technical courses specific to the needs of E.S.L. teachers, etc.

3. The Language Study Centre, through its New Canadian consultants and the School-Community Relations Department, assist Area Superintendents developing a comprehensive in-service program to meet the needs of both "regular" staff and those specifically involved in New Canadian Programs.

4. The New Canadian staff at the Area level be brought together by the Area consultants on a regular basis to share ideas in programs, use of a variety of teaching materials, etc.

In special reference to Professional qualifications of New Canadian staffs, it is recommended that:

1. New Canadian teachers should have had successful classroom teaching experience before being placed in New Canadian programs.

2. All New Canadian teachers be encouraged to obtain specialized training in the teaching of Reading. Such training is available through a number of specialized programs.

   e.g.

   a) Primary methods - Part I, II and III. The teaching of Reading is a major component in all three courses.

   b) O.I.S.E. offers an M.Ed. degree in Reading.

   c) The Ministry of Education this year has introduced new courses in Reading for both elementary and secondary teachers. The completion of Courses I, II, III, will lead to a Reading Specialist's Certificate.

   d) The Language Study Centre offers seminars in the teaching of Reading.

3. All New Canadian staff demonstrate a high degree of competence in English Language usage.

In special reference to personal qualifications of staff, it is recommended that all New Canadian teachers be:

1. Sensitive to and understanding of the needs of immigrant students.
2. A mature, outgoing, and genuinely interested personality.
3. Interested in working closely with immigrant parents and in assisting them to understand and feel comfortable in their community school.

In special reference to teacher employment and promotion policy, it is recommended that:

1. The Board encourage the hiring of capable teachers able to communicate with the parents in the local school community.
2. The Director of Education establish hiring teams that are sensitive to the multicultural composition of the Board's local school communities.
3. Educational assistants, if at all possible, should be indigenous to the school community. This staff should, in addition to classroom responsibilities, act as a link between school and community.
4. An active recruitment program be initiated by the Personnel Department in Toronto Secondary Schools, Metro Toronto universities and Toronto Teacher Training Institutions for the purpose of encouraging students to become teachers in the Toronto School system.
5. The Board encourage capable and qualified teachers who have demonstrated a particular ability and interest in working with New Canadian families to seek promotion to all levels of leadership in the Toronto system.
6. The Board's present form "Application For A Teaching Staff Position" be c-anged so that Item 9 - Additional Interest and Abilities - ask applicants who are bilingual to indicate their specific language competencies as well as or other than French.
7. That the junior school procedure for the generation of New Canadian teachers apply to all elementary schools.

N.B. Presently, the generation of New Canadian teachers in Junior Schools is outside the schools regular P.T.R. Teachers are allotted according to a Metro formula, using a Priority 1 - 2 - 3 rating of students. In 1974-75 this formula generated 26 teachers per 100 students.

In 1974-75 in Senior Schools, E.S.L. teachers were generated on a formula of 15:1. They were assigned to either reception or transition classes. Unlike the Junior School formula, in Senior Schools students could not be counted twice, but have to be assigned either to a New Canadian class or to a regular class - not both. This made it difficult to operate a transition program where students were moved from the New Canadian class to regular classes for part of the day. In many cases, numbers of students in regular classes were so large that it was difficult to ask a teacher to increase this number, even if only for a part of the day.

8. A New Canadian student is any student who is unable to function successfully in the regular program because of an interferring language or dialect and whose culture is different from that of the school system.

9. The present definitions of priorities 1-2-3 be replaced by a procedure that generates teachers in relation to students' educational needs rather than solely upon the qualitative measurements of facility in speaking English. Such procedures to be developed by the Board's Committee on Multicultural Programs and presented to the Metro Staff Allocation Committee for their consideration.

10. A significant increase be made in the number of New Canadian teachers from September, 1974 to September, 1975. The Work Group suggests for the Board's consideration an increase of 25%.

11. A roster be established listing Board staff who:

    a) speak languages in addition to French and English;

    b) have special training in:

        i. primary methods,

        ii. reading,

        iii. E.S.L.

12. That the Director of Education recommend to the Board a procedure that will lower the P.T.R. at the grade one level in recognition of the critical importance of this year in the educational life of all students.

N.B. For New Canadian students, particularly whose native language is other than English, a poor start at this level may never be overcome. During this year, it is particularly critical that the teacher has the opportunity of providing a great deal of individual assistance for children. Yet no Board policy distinguishes between the number of students that should be in a Grade One class as opposed to the number at other grade levels.

School Community Relations and The Multicultural Society

A. School Community Relations Department

In consequence of the preceeding observations the Work Group has presented in the preceeding section of this Report, it is recommended that:

1. The Board of Education establish a School-Community Relations Department.

2. That the establishment for this department be:

Co-ordinator, School Community Relations Department	1
*School Community Liaison Officers	6
**School Community Liaison Workers	18

* One per Administrative Area.
** Assigned to Areas according to need.

Some considerations for their distribution to be:
a) the ethnic demography of the Area,
b) the number of New Canadian students identified in the Area,
c) the expressed needs of school staffs,
d) the needs of the system as a whole, particularly in relation to some of the smaller and more dispersed ethnic communities.

3. In consultation with the Committee on Multicultural Programs, the Personnel Department draw up a working criteria and qualifications and appropriate salary classification for the three positions that are described in the established recommendation for School-Community Relations Department.

In that the positions of School-Community Liaison Officers and Workers as well as other Board positions involving community contact requires bi-lingual competence of the personnel occupying those positions, the Work Group recommends that:

4. The Personnel Department set up procedures that will set up procedures that will adequately assess language skills, both oral and written, of applicants for all such positions. It is understood that one of the languages will be English.

5. The above positions be advertised both to teaching and non-teaching personnel of the Board.

6. That in June 1976, the Committee on Multicultural Programs report to the Board on the success of the School-Community Relations Department.

B. Development of Communication Resource

Communication

1. That the Toronto Board prepare Information Kits (visual and printed) relating to various aspects of the Toronto system to be used by schools in working with their community and in orientation programs for children and parents,

2. That video tapes be made of local school programs and other areas of interest for use in parent seminars,

3. That schools develop methods of visibly demonstrating to the community at large its commitment to the concept of multiculturalism. The Humberside "Festivsl of Cultures" is one such example,

4. That the Board, as well as each of its schools, develop annually an ethnic demographic chart. This information will be of value not only to the staff of each school but also to the various community groups and organizations with which the school seeks to co-operate,

5. That the Board encourage the formation of ethnic clubs in secondary schools as one way of nourishing the maintenance of various cultures and enriching life of the total school community,

6. That the schools utilize the members of its various cultural and ethnic clubs to help develop understanding between home and school, e.g. "Soul Club" - Oakwood Collegiate.

7. That the Toronto Board of Education utilize the ethnic press and ethnic radio and T.V. programs to communicate with immigrant parents,

Since it is frequently desirable to translate school communications into a number of languages, yet it is not practical for the Board to employ on a full time basis the number of interpreters necessary to provide such service, it is recommended that:

8. Each area, through the function of the School Community Relations staff, identify volunteer or commercial translators who can provide this serivce,

9. School principals be authorized to pay for such service through each school's petty cash fund. It is understood that the usual receipt procedures are available for such translations,

9. That each school, with the assistance of the School-Community Relations staff, develop an inventory of parent and student volunteers who can assist in:

   a) registration, particularly in the first week of school;

   b) reception and orientation programs;

   c) interpreting during interview sessions when the use of lay people is appropriate;

   d) translating written material from English to the various languages of the school community.

10. That schools, with the assistance of School Community Relations staff, organize appropriate programs to inform immigrant families about all aspects of its operation and programs:

    a) explaining the organization of the Toronto system;

    b) outlining attendance requirements, field trips, programs, reporting procedures, etc.;

    c) discussion role of resource personnel, e.g. nurse, social workers, psychologists, etc.;

    d) Credit system;

    e) discipline.

    etc.

C. The Guidance Function

To clarify the guidance function in relation to the needs of the Toronto Board of Education's multi-ethnic student population, it is recommended that:

1. The Guidance Department be assigned specific responsibilities for entry of immigrant students.
2. The Board review the Guidance function including an examination of whether our present staffing formula provides adequate guidance personnel.
3. All guidance staff be extensively involved in all in-service programs relating to the education of immigrant students.
4. In schools with large extra Anglo-Canadian populations the principal consider the advisability of employing bi-lingual guidance staff.
5. The Board employ a full-time secondary school Placement Officer for assignment to the Guidance Department.
6. The Guidance Department review "A Time To Choose" in detail and effect necessary revisions.
7. Each secondary school principal assign one guidance person a specific responsibility for student assessment. This function is to be executed through consultation with the Area Teams, the School-Community Relations Officer, and other school staff members, and if necessary the Board Placement Officer.
9. In cooperation with the Guidance Department, the Research Department recommend to the Board possible procedures for "tracking" New Canadian students in a longitudinal study as they move through the school system, and for a period of 3 to 5 years after leaving secondary school.

D. Social Workers and Interpreter Counsellors

Recommendations

In response to these observations, it is recommended that:

1. The Board encourage all personnel of the Social Worker and Assistant Social Worker staff to consider submitting application for positions in the School-Community Relations Department.

2. Social Workers who do not transfer to the School-Community Relations Department continue to fill their present roles in Student Services Department.

3. Assistant Social Workers (interpreter-counsellors) who do not transfer to the School-Community Relations Department remain attached to Student Services Department for the purpose of providing interpreter and translation service to that Department.

4. An ability to speak another language, in addition to English and French, be one important consideration in the hiring of additional staff in the Student Services Department.

The Responsibilities and Role of Senior Government

To bring direction and focus to the Board's discussion with the two levels of government on the question of support and assistance in orienting its undertaking to the educational requirements of Toronto's multi-ethnic community, it is recommended that:

1. The Federal Government, through the action of the Secretary of State, make monies available from its recent fund allocation of $50 million to reduce racial tension through the medium of education.

2. Manpower and Immigration provide compehensive counselling to immigrants before emigration to Canada.

   It would include, along with other components, the following:

   a) Information on public education in Canada, both at the elementary and secondary levels.
   b) The necessity of including in immigrant documentation a comprehensive record of previous educational experience.

3. The Department of the Secretary of State develop Cultural Kits, including film resources, which will provide schools with information about and insight into the heritage and cultures of the immigrant communities in Ontario.

4. The Toronto Board of Education petition the Ministry of Education to amend The Education Act to permit

   1) the teaching of languages other than English and French as a subject of instruction in response to community needs.

   2) teachers to use languages other than English and French in communication with their students.

5. The Ministry of Education provide funds as soon as possible for the development of a test with Canadian content, to replace the Michigan and T.O.E.F.L. Tests.

6. Child care, funded by the Ministry of Community and Social Services be included as one component of adult E.S.L. programs.

7. The Ministry of Education be requested to develop curriculum guidelines for multicultural programs.

8. The Toronto Board of Education request the Ministry of Education to authorize the Ministry and Board to jointly develop credit courses that would lead to the granting of a specialist's certificate in E.S.L. and which would include special training in the operation of E.O.D. (subject booster) programs.

9. The Board of Education for the City of Toronto request the Ministry of Education to set up a Task Force to recommend the development of appropriate programs that would prepare teachers, particularly those trained in Metropolitan Toronto, to work in a multicultural society. The Task Force to include in its membership representatives from the Major Boards of Education in Metropolitan Toronto, Teachers' Federations, and community groups.

10. The Federal Government negotiate an agreement with Provincial Governments to absorb the cost of English language learning and subject upgrading programs for immigrant students. The budget allocation to include funds for personnel as well as program materials.

11. The Federal Government, through its Multicultural Department, and the Provincial Government, through the Ministry of Culture and Recreation, support community initiated bilingual/bicultural programs.
    e.g. Chino-Canadian Bilingual/Bicultural Program
    Greco-Canadian Bilingual/Bicultural Program.

APPENDIX B

January 21, 1975

To the Chairman and Members
of the Board of Education:

PART I

A YEAR-END REPORT ON THE ACTIVITIES AND PROGRESS OF THE WORK GROUP ON MULTICULTURAL PROGRAMS

On May 23, 1974, the Board of Education adopted the following recommendations from a previously established Advisory Committee on Philosophy and Programs for the New Canadian Population:

1. (a.) That the Advisory Committee on Philosophy and Programs for the New Canadian Population be renamed the Work Group on Multicultural Programs.

   (b.) That the Work Group consist of Trustees Atkinson, Cressy, Leckie, Lister, Meagher, and Ross.

   (c.) That the Work Group's Terms of Reference be:

      (i.) To investigate and explore the philosophy and programs related to the City's multicultural population. This must include consultation and involvement with staff, student, parents, and the community at large.

      (ii.) To examine current practices related to the operation of the Board's multicultural programs.

      (iii.) a.) To recommend to the Board long-range policy-related philosophy and programs.

         b.) To recommend to the Board implementation procedures for the above.

         c.) To consider the financing and structural needs determined by the proposed policy.

(d.) That the Work Group divide itself into 2 sub-committees:

  (i.) Chaired by Trustee Ross: Sub-Committee on Operations.

  (ii.) Chaired by Trustee Leckie: Sub-Committee on Philosophy and Programs.

e.) That the Sub-Committee on Operations report on Item (ii.) of the Terms of Reference. That the Sub-Committee on Philosophy and Programs report on Item(i.). That the whole Work Group consider Item(iii.).

(f.) That the following budget be approved for the Work Group: $12,000.00 - $15,000.00 to provide for the services of a staff member at the level of principal or equivalent, for six months; $5,000.00 - $7,5000.00 for the provision of part-time secretarial assistance, for a period in excess of six months; $1,000.00 for advertising and supplies.

During the early stages of its planning and exploratory meetings, members of the original Advisory Committee decided that its first responsibility was to initiate communication with both the community at large and all divisions and jurisdictions operating within the school system itself for the purpose of establishing as extensive and as firm a consultative basis for its deliberations as possible. Its first specific action as a consequence of this decision is described in Section 2 of the Advisory Committee's first report.

2. Your Committee has considered a general statement for distribution to the schools and general public on the Board's Program for New Canadian students and the process which should be followed by the Work Group in developing a philosophy and recommendations for programs that the Board should provide.

Your Committee has authorized the Director of Education and the Chairman of the Board to modify the draft statement which was before your Committee, in accordance with suggestions to be made by members of the Committee, and to forward the revised statement to the Board as part of this report.

General Statement on the Board's Program for New Canadians

Programs for New Canadians were originally set up with the distinct intention of enabling students and later parents to become as fluent in English as possible in order that they might adapt more quickly to what is viewed as, "the Canadian way of life". As these programs developed and as the population of Canada, and particularly the centre core of the city changed, two new thrusts became apparent. First, there was a strong desire on the part of the immigrant population to preserve much of their own cultural heritage, in particular their language. Second, there was a recognition that Canada was a multi-cultural nation and that considerable strength could be derived from preserving aspects of different cultures including the maintenance of their own languages.

The Board has recently tried to grapple with the problems of a program that emphasizes the teaching of English and French without provision for other languages, particularly at the elementary level. Some parents have expressed the concern that this interferes with the communication between children and parents and creates unexpected problems. There is, moreover, some recognition of the fact that the system capitalizes on the language that the child has acquired before he comes to school. As a result, the Toronto Board has recently instituted a transitional language class in Italian in one kindergarten; has received permission from the Ministry to operate two pilot programs - one in Greek and one in Chinese - that aim at the preservation of the culture and language of children of such parents, and is expanding the range of third language options in its secondary schools. With all this the Board retains an emphasis on acquiring skill in the English language, and, at the same time, endeavours to give some priority to the teaching of French as one of the two official languages.

COMMUNICATION INITIATION

The Work Group undertook to distribute this joint statement from the Director of Education and Chairwoman of the Board to all schools, trustees, support-service departments and personnel and individuals and organizations in the community at large which were already identified through the records of earlier Work Groups.

Subsequent communication initiation action proceeded as follows:

1. Development of a document for the ethnic communities which explained the purpose and projected procedures of the Work Group, provided a list of questions about the Board's relationship with ethnic communities and its response to their educational needs as these communities perceived them, and invited their participation in the consultative process.

   The document also announced the Work Group's plan to publish an "issue paper" and included an invitation to the recipients to place their request for this paper when it was ready for distribution.

The Work Group enlisted the aid of Interpreter-Counsellors and Social Workers of specific ethnic backgrounds to:

a.) Translate the document in the language of the appropriate ethnic communities.

b.) Submit a list of ethnic agencies and organizations with which they work, or of which they had information, for the purpose of expanding the Work Group's initial distribution file. The Interpreter-Counsellors and Social Workers co-operated fully in this endeavour, and the Work Group appreciates their contribution to these initial stages of its work.

2. Development of a similar document for distribution to teachers, school principals and other Board personnel with appropriate modification which addressed the list of questions to their role as educators functioning in a multicultural society.

3. Delivery of a letter of request to all school trustees to volunteer a list of any organizations or community groups in their constituencies which the Work Group might contact for consultation.

4. "Follow-up" telephone calls to ethnic and other citizens' organizations who received information documents from the Work Group.

5. Distribution of the Issue Paper, The Bias of Culture. The distribution figure at this writing is 450 copies.

CONSULTATION

Throughout the months of June, September, and October, the Work Group scheduled regular Monday morning and Thursday afternoon meetings with various members and departments of the Board's administrative and support staff and with the teaching and administrative staffs.

Monday Morning Sessions

During these sessions the Work Group occupied its time primarily in hearing informal presentations from the Education Centre staff and from some members of the professional academic field currently engaged in the study of education in a multicultural society.

The presentations and the discussions they generated were of a casual and informative cast which provided members of the Work Group with a more intimate understanding of the personal analysis the various respondents brought to the question of education for the Board's multicultural community than would have been possible in a statistically oriented, and formal meeting. Superintendents, staff from Student Services, the Language Study Centre, New Canadian Programs, Guidance and Counselling Services, Personnel, Special Education and Research Departments participated in these Monday morning sessions.

One respondent from the academic community was Dr. G. McDiarmid, an Associate Professor in the Department of Curriculum at O.I.S.E. Dr. McDiarmid is at present conducting research into the characteristics of teachers involved in the education of ethnic children.

Interspersed with the category of respondents indicated here were delegations from the Black community and the Spanish-speaking community of Latin American origin who presented their briefs in person. Some teachers, school principals and a few community service organizations appeared before the Work Group to make their presentations as well.

Thursday Afternoon Sessions

The Work Group designed these sessions to occur in schools through pre-arrangements for observing programs involving ethnic children and for discussions with school principals and teaching staffs. Members of the Work Group found these sessions to be stimulating, informative, candid and especially engaging. They found distinct encouragement in both the number and the amenable nature of invitations the secondary schools extended to them.

Included in the schedule of Thursday afternoon sessions were the Work Group's observation of the regular Adult Day and Evening Program of the New Canadian Programs Department.

In an endeavour to expand the range of consultation and to supplement the regular schedule of meetings with school and Education Centre staff and community organizations, individual staff members and trustees met with school staff and local community representatives, usually in a Professional Development Day context, for discussions. Trustees and administrative people of the Work Group also met with ethnic groups for the purpose of advising and assisting them with their plans to bring the opinions and ideas of their own membership to bear in a formal brief that the groups intended to present to the Work Group.

It should be noted as well that during the summer Mr. Ed Kerr spent a large segment of his time visiting O.F.Y. projects which concerned themselves in one way or another with the education of immigrant children and associated problems. Mr. Kerr visited 16 such projects which were in progress throughout the city, and on August 23, 5 groups made formal presentations to the Work Group.

Apart from information and opinion which the Work Group has assembled as a result of these consultation procedures, one clear observation is possible which relates to the impact of the consultation process itself in both the schools and the communities involved in it. In general, the dynamic of the interaction process has functioned to illuminate the entire question of education in an urban complex of multiple ethnic dimensions such as Toronto. For both the members of the Work Group and for their respondents a new understanding of the range, the comprehensiveness and the complexity of the question as well as the numberless ways in which it manifests itself has become available. In Parkdale, Lord Lansdowne and King Edward Public Schools, for example, as well as in Oakwood Collegiate Institute, people are bringing new thought and perception to the question and to their relationship with it.

Mutual enlightenment of all participants appears to be the natural "fall-out" of the consultative process which promises the development of a new, comprehensive frame of reference for discussion of concerns and interests it is raising among participants.

COMMUNICATION WITH OTHER EDUCATIONAL JURISDICTIONS

The Work Group has attempted to contact other educational jurisdictions who are known to be heavily involved with high density ethnic communities for the purpose of assembling information about their experiences with the multicultural issue in education.

There have been substantial responses from the provinces of Manitoba, Saskatchewan and Alberta, the British National Ministry of Education, the U.S. Department of Health, Education and Welfare and the Board of Education for the City of New York.

Information from the New York City jurisdiction resulted from a visit which a delegation from the Work Group made to the city in October of 1974. On November 21, 1974, the Board received a report of the visit entitled A Report on a Visit to the New York City School System, October 8-9, 1974.

Assembly of Literature

Through the co-operation of Mrs. L. Ciamaga, E.C.L. Research Librarian, a sizeable body of literature in the field of multiculturalism is available to members of the Work Group for study. Included are over 200 micro-fiche entries containing research documents on the educational requirements of the ethnic community as well as descriptions of a variety of programs for children of extra Anglo-American origin which are presently in operation throughout the United States.

Political Groups and Government Ministries

Since educational policy decisions in the area of multiculturalism are inextricably bound in with Federal and Provincial Government perceptions as well as with present and possible future policy decisions in the same area, the Work Group has endeavoured to meet with the appropriate Ministries at both levels. Accordingly, it sent letters to the following people over the signature of the Work Group Chairman and the Director of Education:

Mr. R. Andras	Federal Minister of Manpower and Immigration
Mr. J. Munro	Federal Minister of Labour in charge of the portfolio on Multiculturalism
Mr. J. Yaremko	M.P.P. and Multicultural Advisor to the Provincial Government
Mrs. M. Birch	Provincial Social Development Secretary

In an attempt to learn specifically the position of the three major political parties in Canada on the broad and general issue of multiculturalism and its implications for education, the Work Group has written to the caucus leaders of each party at both the Provincial and Federal levels over the signature of its Chairman.

Results of attempts to engage Government Ministries and Party Caucuses in this fashion have not proved encouraging. The Work Group is now endeavouring to set other more diversified strategies in motion to bring about these critical contacts.

The Spanish-Speaking Community Liaison Worker

As a result of its consultation with Spanish-speaking workers who were attempting to develop some measure of liaison between some schools and their Spanish-speaking communities, the Work Group sought and received the Board's approval to engage a Spanish-Speaking Community Liaison Worker on a temporary basis on September 19, 1974. Through the co-operation of the Student Services Department, the Board employed a person to work in that role on December 16, 1974.

Changes in the Composition of the Work Group

Trustee Gordon Cressy, Ward 7, Chairman of the Toronto Board of Education, and Trustee William P. Ross, Ward 9, Chairman of the Metropolitan Toronto School Board, were members of the Work Group in 1974. Because of their new responsibilities, they are unable to maintain an active role on the Work Group, yet expressed their continued interest in its deliberations and have asked the Chairman to keep them informed.

Trustees Frasca, Johnston and Spencer, although unable to attend the bi-weekly meetings of the Work Group, have expressed a particular interest in its deliberations and have requested the Chairman of the Work Group on Multiculturalism to keep them informed of its progress.

In order to replace the two trustees named above, and to include one representative of Separate Schools in their number, the remaining trustees of the Work Group are submitting the following as the suggested composition of the Group for 1975:

Trustee	Dan Leckie	- Ward 6, Chairman
"	Irene Atkinson	- Ward 2
"	Alexander Chumak	- Ward 1
"	Judith Major	- Ward 5
"	Sheila Meagher	- Ward 9
"	Frank P. Nagle	- Area 3 *

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* Representing Separate School Electors.

APPENDIX C

THE BOARD OF EDUCATION, TORONTO

Memorandum to Members of the Work Group on Multicultural Programs

Date January 21, 1975

from E.F. Kerr

The attached letter was mailed on January 22, to the following members of Parliament:

Legislative Assembly of Ontario

1. Mrs. Margaret Campbell, M.P.P.,
St. George's Constituency,
Legislative Buildings,
Queen's Park, Toronto, M7A 1A2

2. Mr. Jan Dukszta, M.P.P.,
Parkdale Constituency,
etc.

3. Mr. Phil Givins, M.P.P.,
York-Forest Hill Constituency,
etc.

4. Honourable Allan Grossman, M.P.P.,
St. Andrew - St. Patrick's Constituency,
etc.

5. Mr. Arthur K. Meen, M.P.P.,
York East Constituency,
etc.

6. Mr. George A. Nixon, M.P.P.,
Dovercourt Constituency,
etc.

7. Mr. Leonard M. Reilly, M.P.P.,
Eglinton Constituency,
etc.

8. Mr. James Renwick, M.P.P.,
Riverdale Constituency,
etc.

9. Dr. Morton Shulman, M.P.P.,
High Park Constituency,
etc.

10. Honourable Margaret Scrivener, M.P.P.,
St. David's Constituency,
etc.

Form 1884

11. Mr. Thomas Wardle, M.P.P.,
    Beaches Woodbine Constituency,
    etc.

12. Honcurable John Yaremko, M.P.P.,
    Bellwoods Constituency,
    etc.

House of Commons

1. Mrs. Ursula Appolloni, M.P.,
   York South Constituency,
   House of Commons,
   Ottawa, Ontario.

2. Mr. Charles Caccia, M.P.,
   Davenport Constituency,
   etc.

3. Mr. David M. Collonette, M.P.,
   York East Constituency,
   etc.

4. Mr. John Gilbert, M.P.,
   Broadview Constituency,
   etc.

5. Honourable Allistair Gillespie, M.P.,
   Etobicoke Constituency,
   etc.

6. Mr. Stanley Haidasz, M.P.,
   Parkdale Constituency,
   etc.

7. Mr. Otto Jelinek, M.P.
   High Park - Humber Valley Constituency,
   etc.

8. Mr. Robert Kaplan, M.P.,
   York Centre Constituency,
   etc.

9. Ms. Aideen Nicholson, M.P.,
   Trinity Constituency,
   etc.

10. Mr. John Roberts, M.P.,
    St. Paul's Constituency,
    etc.

11. Mr. W. Kenneth Robinson, M.P.,
    Toronto - Lakeshort Constituency,
    etc.

12. Mr. Peter Stollery, M.P.,
    Spadina Constituency,
    etc.

13. Honourable Donald MacDonald, M.P.,
    Rosedale Constituency,
    etc.

14. Mr. Andrew Brewin, M.P.,
    Greenwood Constituency,
    etc.

THE BOARD OF EDUCATION FOR THE CITY OF TORONTO
155 College Street, Toronto M5T 1P6, Canada, 362-4931

January 24, 1975

Dear

On May 23, 1974, the Board of Education for the City of Toronto established a "Work Group on Multicultural Programs". Attached are three publications which will provide information on the tasks, procedures, and philosophic foundation unerlining the deliberations of the Work Group.

1. Information Bulletin - June 4, 1974
2. A letter to school staffs - August 29, 1974
3. "The Bias of Culture" - an issue paper prepared for staff, community groups, and academics who are interested in pursuing this topic in depth.

To date, we have received briefs from some sixty five school and community groups.

Many of the briefs from community ethnic organizations have stressed problems and exigencies that obviously can only be met by a collaborative enterprise between the Board of Education for the City of Toronto and other levels of government.

In the last two months, my colleagues, with staff assistance, have attempted to find answers to a variety of questions by making contact with staff personnel in a number of Ministries. This has not proved very fruitful. Therefore, the six trustees composing the Work Group have decided to enlist the assistance of their local M.P.P.'s in securing such information and also in ascertaining the feelings of our Toronto M.P.'s concerning the educational needs of our Toronto immigrant community.

Attached are a series of questions to which we require answers at your earliest convenience. A member of the Work Group will be in touch with you in this regard shortly.

Duncan Green, Director of Education · Edward N. McKeown, Associate Director of Education
Gertrude M. Fatt, Superintendent of Professional Services · Mitchell Lennox, Superintendent of Curriculum & Program
Donald E. Ryerson, Superintendent of Personnel · Harry G. Facey, Comptroller of Buildings and Plant · David S. Paton, Comptroller of Finance

If you wish further information, please contact any member of the Work Group.

Yours sincerely,

Trustee Dan Leckie Chairman Work Group on Multicultural Programs	Trustee Gordon C. Cressy Chairman The Board of Education for the City of Toronto

Members of the Work Group

Trustee Irene A. Atkinson	- Ward 2
Trustee Alexander Chumak	- Ward 1
Trustee Judith Major	- Ward 5
Trustee Sheila Meagher	- Ward 9
Trusee Frank P. Nagle	- Area 3

Administrative Staff Attached to the Work Group

E.F. Kerr	- School Principal seconded to the Work Group
M.E. LaFountaine	- School Community Liaison Officer.

APPENDIX

Questions - Ontario Policy

1. What provincial ministries are involved in multiculturalism? What are the specific responsibilities of each? What moneys are available in 1975 to each ministry for use in the multicultural area?

2. In each of the above ministries, what are the particular departments concerned with multiculturalism?

   Who is the chief administrative officer:

   a.) In each ministry?
   b.) In each department?

3. Has the Government policies concerning multiculturalism, particularly in regard to:

   a.) Reception and orientation?
   b.) Language and culture?
   c.) Education?

4. What current Ontario Government supported research studies are available dealing with multiculturalism and in particular third language learning?

5. What Ontario programs in the multicultural area are currently in operation? Who is responsible for each?

6. What moneys are available to ethnic community groups to support:

   a.) Local reception and orientation programs?
   b.) Language and culture programs?
   c.) Who administers these programs?

   What are the criteria used in granting financial support? To whom does one apply?

7. What committees or commissions are currently studying multicultural issues? What are their mandates and membership? e.g. Ontario Advisory Council on Multiculturalism.

8. What Toronto M.P.'s are particularly interested in these multicultural issues?

9. What procedures would you recommend to the Work Group as it endeavours to establish a collaborative endeavour with departments of the Ontario Government to meet the varied educational needs of the ethnic community in the city of Toronto?

10. Are there Ontario commissions or councils on which it might be useful to have representation, either in an acting or liaison role, from the Board of Education (Toronto) which has an important role to play in the reception and orientation of a major portion of the immigrant community?

11. The establishment of a Ministry of Culture and Recreation would appear to indicate an increased interest on the part of the provincial government in responding to the requests for assistance from government by many sections of the ethnic community.

    a.) What departments make up this new Ministry?
    b.) Who is the senior administrative officer in each department?

12. What is your personal philosophic position on multiculturalism in the context of Canadianism? Is there a rule for government in encouraging third language maintenance?

13. A new Federal Provincial Language Agreement is apparently being negotiated.

    a.) Who is doing the negotiating for the Ontario Government?
    b.) Will this new agreement involve other than the two official languages?
    c.) Are programs for both adults and children included?
    d.) What impact do you feel this new agreement might have on the Toronto Board of Education programs for both children and adults?

14. What are the conclusions and recommendations of the "Non Official Languages in Canada" study chaired by Dr. Ken O'Bryan of O.I.S.E.?

THE BOARD OF EDUCATION FOR THE CITY OF TORONTO
155 College Street, Toronto M5T 1P6, Canada, 362-4931

August 29, 1974

To School Staffs:

On June 4, 1974 a three page Information Release was distributed to school staffs, other employees of the Board, as well as to the press. It included a joint statement from the Director and the Chairman of the Board giving the rationale for the establishment of our New Canadian programs as well as more recent concerns and trends in program development for ethnic students in our schools. It solicited the help of staff in assisting the Board as it attempts to establish a basic philosophy and a comprehensive set of programs that will deal with the cultural needs of immigrant students in our schools without prejudice to the successful acquisition of the English language.

With the beginning of a new school year the trustees renew their invitation to assist them as they attempt to carry out as exhaustive and complete a study as possible into the education of the city's population whose cultural and linguistic heritage is not of Anglo-Canadian origin. Whether you decide to send a letter or brief to the group, or write a brief and present it in person is, of course, a matter for your decision. In any case, you should feel at complete liberty to voice your opinion as candidly as you feel is necessary to make your point.

Although the June 4th release did provide you with a general notion of the Work Group's area of inquiry, we thought it advisable to list some of the more specific and immediate issues to which you may wish to address yourself:

IDENTIFICATION AND RESOLUTION OF THE NEEDS OF NEW CANADIAN STUDENTS:

(a) educational,
(b) academic,
(c) cultural and social

The Work Group is aware of the fact that the areas listed here are by no means separate, but that they are interdependent. However, in both general and specific terms it is concerned with what you see as the needs of our students in all three areas of growth and development. It is also concerned with how you see the school system identifying and satisfying them.

Duncan Green, Director of Education / Edward N. McKeown, Associate Director of Education
Gertrude M. Fatt, Superintendent of Professional Services / Mitchell Lennox, Superintendent of Curriculum & Program
Donald E. Ryerson, Superintendent of Personnel / Harry G. Facey, Comptroller of Buildings and Plant / David S. Paton, Comptroller of Finance

- 2 -

For example:

1. The philosophical framework on which the Board's New Canadian Program is based is referred to as "Cultural Immersion". Do you feel staffs are cognizant of this, do they understand it?

2. Our present New Canadian programs are described in one of three organization models; reception classes, transition classes, and withdrawal classes. In addition, in the east-end of the city, we have the Main Street School program. What is your evaluation concerning the comparative effectiveness of each of these programs? Are they successful, a waste of the educational dollar, or are they helpful, but not really adequate? What changes would you recommend?

3. What are the problems teachers face in communicating with and reporting to the parents of New Canadian students? What solutions do you suggest? What additional support services are required to improve the quality of this communication?

4. Do you feel the school ought to encourage the maintenance of cultures and languages in addition to English and French? This is an issue that has particular implications for secondary schools where there is an accession of requests from communities to offer language courses that reflect the ethnic constituency of the community.

5. New Canadian staff is generated by a Metropolitan Formula. Have you suggestions as to how our Board can most effectively utilize such teachers?

6. Do you feel our system; trustees, teachers, and administrators knows and understands what the needs of New Canadian students are?

7. An important issue deals with the qualifications, selection, and training of New Canadian teachers; for day school, summer and evening programs. Have you suggestions concerning any of these three issues?

8. What do you consider to be the major problems faced by both New Canadian children and their parents as they make their initial contact with the Toronto School system?

Connected with this question is the important issue of the manner in which the schools receive New Canadian students when they enter the system for the very first time. How do you feel this first meeting between the student, his family, and the teacher should occur? For example, do you feel our Board or the local school should operate some sort of introduction or reception program for the New Canadian student and his/her family?

9. One very large issue that has risen during the last year or so is the issue of reasonable representation of various ethnic minority communities on the school staff. What are your feelings in this regard?

Of course, the list of questions and issues could go on. We have simply posed a few to give you an idea of the kind of responses we are looking for from you and others. As the trustees begin their inquiry, they are certain to find themselves in the awkward position of requiring answers to questions they cannot ask simply because they lack enough specific information to know what the questions ought to be. What the group is hoping for is the assistance of the Board's staff in asking the right questions as well as arriving at necessary answers. Therefore, we are counting on your experience to identify and discuss a number of other questions.

We plan to distribute an "issue" paper which will explain, to those interested in responding, how it sees the question of multiculturalism in Toronto and the educational problems related to that question.

The Work Group has tentatively set aside the dates from the middle of September to the end of October for entertaining briefs and presentations from interested parties.

The trustees who are conducting this inquiry are keenly aware that any recommendations they may decide to make depend, in large measure, upon the contribution made by its various staff members, both in the schools and at the educational centre. On that ground, they are soliciting your assistance and co-operation in their study. They are, therefore, looking forward to hearing from you and to any advice and counsel you may decide to submit.

Sincerely,

Dan Leckie- Co-Chairman,
Work Group on Multi-Cultural Programs.

APPENDIX D

Report of meeting held at Oakwood Collegiate Institute

On Wednesday, February 26, 1975, school trustees from the Work Group on Multicultural Programs met with a group of Black secondary school students at Oakwood Collegiate Institute. The black students' Soul Club and Mr. Thomas Alexander, Guidance Counsellor at the school and the Staff Sponsor to the Club organized and sponsored the meeting. They invited black students from other secondary schools to discuss culture and education from the position of the black student. In accordance with the intent of the Work Group in relation to such inter-group discussion, the trustees and staff attended as observers rather than as participants.

Some 50-65 black students representing 8 secondary schools as well as all program levels attended the meeting. Mr. Ken Jeffers, Director of the Harriet Tubman Center, assumed the role of moderator for the meeting. The meeting organizers provided the participants with a guide sheet entitled "Suggested Topics" which consisted of 13 issues and questions. (see attached.)

The Discussion

In opening the discussion, Mr. Jeffers addressed himself to the recent influx of black families into the city community and observed that the majority of these families were emigrating from the islands of the West Indies and from Guyana and Trinidad. He also observed that the influx would more than likely continue and become more intense if nothing external to the motivation interfered to prevent it. He then spoke briefly to the possible impact of the Federal deliberation on current immigration policy and their implication for immigration from the West Indies.

The Black Student's Introduction to the School

Mr. Jeffers then set out two questions for participants to consider:
1. What part did any of you (the students) play in you families' decision to emigrate?
2. What were your expectations when you knew you were emigrating to Canada?

The students made it clear that they had no voice in the decision to emigrate and that Canada is greatly over-sold in the West Indies. They referred to official government brochures, posters and broadsides. These information sources exaggerate the character and range of opportunities for improving their conditions of living in Canada, the beauty and friendliness of the environment, employment and educational possibilities and, in general, create a misleading impression of a utopian world. There is very little real concrete pre-emigration information. The consequence is that expectations are high and the promise of a considerable improvement in all dimensions of life are very strong.

Response to a question from the moderator about the students' initial introduction to the school system brougt varied responses and led spontaneously to a discussion of related issues.

There was a general agreement that West Indian parents tended to avoid active and close involvement with the secondary schools; that partly because of this factor and partly because assessment and placement were somewhat desultory, the process of beginning well in the new school career is a problem. Some of the students perceived a tendency to place students in grades below their actual level of academic competence. For those students the courses were too simple; they lacked sophistication and challenge. "They system", they observed "is presumptious".

Some participants noted that a great deal of anxiety and frustration is centred on the students' incapacity to make significant academic progress both as it relates to movement from their previous academic standing and to movement once the student has begun h/er new school career. Since many students arrive without specific documentation of previous educational experience, the problem begins with attempts to develop "equivalent" grade standings. Thereafter a great many adjustment problems begin to have their effect on progress. Among these are:

1. Confusion at home and in the student about the credit system.
2. Complexity of the actual school operation.
3. Discovery of the minority position, e.g. white counsellors are difficult to relate to for a variety of reasons which are imbedded in past experiences.
4. Perceptions of what constitutes competent English usage e.g. Canadian school English is different, and according to one student, inferior to the British school English which many high school students learn in the West Indies.
5. Methodology and the vocabulary of instruction itself is alien to the student. Some examples were the use of "integer" in Math, Grammar versus Composition and Literary Analysis in English courses.
6. As for speech itself, students observed that Canadian teachers tend to ascribe the slow, soft speech of the more recent black student immigrant from the West Indies as evidence of"stupidity". The students' observation in this context was that Canadians, including teachers, speak far too quickly and distort the language. It should be noted that the students were speaking in the school experience frame of reference. They made it clear that the language of the secondary schools in the West Indies is a formal language as opposed to island dialects, whereas in Canada, the vernacular appears to dominate, even in the schools. One does not speak one's local dialect in formal education in the West Indies.

On the other hand, some of the students suggested that placement which occurs on the basis of age alone, results in students finding themselves confronted with subjects in which they are educationally (not intellectually) deficient. For these students, this factor compounds the adjustment problems and intensifies the anxieties and frustration associated with erratic or slow academic progress.

Some of the solutions which the students suggested for the problems as they perceived them were:

1. Black counsellors, or
2. The use of black agencies which offer reception, orientation, and competent assessment services and which employ black counsellors.

3. Periodic school seminars to review academic progress of black students and to develop ways and means for generating better academic progress.
4. Mr. Jeffers advised that the older black students who had some experience with the Toronto school system's secondary schools and with their own particular school in the Toronto system, could organize themselves to receive and orient recent immigrant students from the West Indies as well as all black students who were new to the school. He suggested that in the absence of any program based on formal policy in this area, everyone's involvement in such a plan could contribute a great deal toward alleviating the stress and discomfort the student experiences when s/he attempts to continue h/er school career in an alien environment.
5. The school ought to refrain from making judgements about placement which are at best arbitrary guesses. Rather, students should be permitted to enroll at the level they feel is accurate for them until it becomes evident that the placement is erroneous; then adjustment becomes possible. The operative phrase was "let then at least try".

At some point during this segment of the discussion, the question of special English Language classes for West Indian students arose. An immediately negative and vociferous reaction preluded the possibility of any further discussion centering on that topic.

Racism

While some of the students perceived blatant racism operating in their schools and others perceived it as more or less unconscious and unintended, there was general agreement that racism did exist in all dimensions of their new school career.

1. One student's experience centred around comments and observations which questionned the rights of people to immigrate into Canada from other countries. In her perception, immigration from one country to another is the inherent right of any person.
2. Racism is evident in the history books and courses. As visible as black people are in the school itself, they find they are not visible anywhere in the history course. Black history and culture is absent.
3. In the history of Canadian development especially, there is no evidence that black people have made any contribution at all.
4. With the exception of two schools (not identified) there is no attempt to provide books, periodicals, tapes, records, films, etc. in the school's supplementary material holdings which reflect the role of black people in Canadian, Continental or World History. Neither is there adequate or competent reflection of Black Heritage and culture of the African continent itself.

The students observed that in many of their schools black students have provided the scant stock of such material available in the schools. They suggested that it was the Toronto Board of Education's responsibility to provide the appropriate literature and materials.

Black Identity

Racism and the issue of Black identity were concommitant in the students' perception. In this context, the moderator requested a response from the participants on the relationship of black people appearing to be absent from historical development in terms of historical documentation and the quest for a multicultural society.

The students responded with an observation that schools do not reflect a commitment to the multi-cultural society as far as the inclusion of the black segment is concerned. They pointed out that, apart from the fact that there is no recognition of black involvement in Canadian or American historical and cultural studies, the extra continental historical and cultural studies are predominantly European. Students also observed that the black West Indian student is already aware of a negative black identification as a result of his previous school experience at home. The school system, especially at the secondary school level, in the islands is contaminated with a heavy British overlay and bias. It, therefore, is of little consolation to discover that the identity of black people in Canadian school courses on American history is associated with slavery; that the literature courses associate life in black Africa with a population of barbaric savages in a constant death struggle with ferocious wild animals. One student wondered out loud how Canadians would react if the black image of white Canada was like the white Canadian image of black Africa?
The student suggested that teachers who conduct courses employing texts and supplementary reading material which identify black heritage (culture and the African continent) in stereotype form should make a particular effort to ensure that students understand such texts as old stereotypes which are inconsistent with actual contemporary conditions.

Students are convinced that it would be difficult for Canadian teachers to embark on courses in Black Studies because, by and large, they have been discovered to know and understand very little about black heritage and culture, or about the contribution of black people to the country's development.

One student observed that a deliberate attempt to establish communication between black and white school population would assist in the establishment of healthy relationships between black and white students.
To a question about black students "congregating" and establishing black clubs in the school, the students noted that white Canadian students congregate as do students of other ethnic groups. The Soul Club members at the meeting expressed a resentment at having to remove the word "black" from the club title and "settle" for the term "soul" instead. Some of the students argued that ethnic clubs could do much to bring multiculturalism to the schools since such organizations are ideally equipped to introduce the specific heritage and culture they represent to the rest of the student body.

Participation

There were a variety of responses to the question about the black students' apparently general unwillingness to participate in school activities. The students offered these observations:

1. Class discussion is alien to the West Indian educational experience.
2. Consciousness of dialect accent. (Many students related humiliating experiences related to attempts at participation in discussion which range from derision from classmates to teachers constantly asking the black West Indian, or African, student to repeat statements.)
3. Cross responses arising from cultural differences impede communication potential. "White students and teachers expect 'white'responses from 'black' students".
4. Unfamiliar with cultural content of discussion.
5. North American perspective predominates discussion and is alien to the West Indian perspective.
6. As participation relates to sports, the sports themselves are alien for a considerable length of time. Ice and skates are not familiar sports items to many black students.
7. Psychologically, pressures of the need for academic, social and cultural adjustment prevents the black student from "risking"participation in sports programs.
8. As participation relates to course content, unfamiliar content as well as geo-political orientation often precludes West Indian students' participation. Example: British History would appear to be a subject to which the West Indian student would have some affinity. However, British History in the West Indies is oriented to British-West Indies relationships. In Canada the orientation is Great Britain and Canada.
9. As observed earlier, unfamiliar methods and an alien instructional vocabulary is a source of the student's adjustment problem. These elements are also a leading deterrent to participation.
10. The fact of pre-requisite learning in all subjects generally, and in Canada and American subjects specifically, is a strong impediment to participation. The school career is assumed to be continuous when it is not.

Some students voiced the idea that student councils organize a counselling service to alleviate this particular condition.

Vandalism & The Question of an Officially Bi-lingual Nation

Students considered these two items irrelevant to the discussion.

On the Students' Academic Future

The moderator observed that very few black students who continue their education at university level enroll in the field of hard or technological sciences; continuing students are found in the humanities or the social sciences, especially in sociology.

One student conjectured that the reason may be that black students are deeply involved personally with issues related to social organization, human dynamics, etc., and that this involvement prompts an abiding interest in such studies.

The Contention for Cultural Allegiance

Response to the issue of the effects of the new school experience on the black student's relationship with h/er family was emotional and vivid. As one student stated, the changes are a cause of real "grief". The absence of a long familar home supervision, the force of peer pressure, the impact of new social involvement which is strange to parents, an apparent moral deterioration, the conflict of expectations of female deportment and numerous other specific sub-issues crowded into the discussion. The girl-boy supervision issue raised the feminist issue as an example of a three dimensional cultural clash.

Adjournment

The meeting adjourned at about 11.00 p.m.

MATHEMATICS DEMONSTRATION FOR SPANISH SPEAKING PARENTS

PALMERSTON SCHOOL

A meeting of Spanish speaking parents was held in February, 1975 at Palmerston Public School. Some of the parents expressed their concern at not being able to understand the way that mathematics is taught in Canada. Although in some countries in South America (like Argentina, Uruguay, and Chile) new methods of mathematics are being applied in education, most of the countries are still teaching mathematics in the traditional way. The parents asked to have some explanation about the methods in Canada.

On Tuesday, April 22, 1975, at 7:30 p.m. a mathematics demonstration class was held for Spanish speaking parents.

Attending were 30 Spanish speaking parents, Mr. Berryman, Miss Pinkney, Mr. Farrell and six teachers of the school, as well as some of the children from Grade two and Grade six.

The evening started with a welcome to the parents from Mr. Berryman. An explanation of the report sheet (see enclosed copy) was given, and also the method of marking reports was elaborated upon. They explained the meaning of the paragraphs marked A,B,C,etc. on the report card as well.

Then the parents went to a classroom, grade two, and saw a short demonstration of an addition and subtraction lesson. The children were using mathematical material, cubes and games for the exercises.
After that, the parents went to a grade six class and saw a short demonstration of graphing, order, pairs.

After the demonstration, parents were invited to a display of mathematical games and material, books that are used in the school.

Highlights of the mathematical progression from grade one to grade six were given to the parents (see copy enclosed). The parents asked questions about the program, made some comments about the changeover to the metric system, and to the similarities and differences with the mathematics' programs in their country.

As far as I know, it is the first mathematics demonstration for a specific ethnic community in Area 3. It was a wonderful evening, with great involvement from school staff, and parents.

Beatrice Tabak,
Associate Social Worker,
Spanish Liaison Community Worker.

BT/jg
cc: M. Lafontaine
E. Kerr
N. Bojovic

24.4.75

THE BOARD OF EDUCATION FOR THE CITY OF TORONTO
155 College Street, Toronto M5T 1P6, Canada, 362-4931

Memorandum to: Principals of Schools with Spanish speaking students.

This letter will introduce Mrs. Beatrice Tabak who was employed as of December 16, 1974, as a Spanish speaking Community Liaison Worker.

This position was established as a result of a request by the Work Group on Multicultural Programs to initiate a pilot project to assist it in developing recommendations on the role of Associate Social Worker (Interpreter Counsellor) as well as meeting the urgent need of a relatively new and significantly large Spanish speaking community.

Her general role is to function as a resource for school and community. The major orientation will be toward the development of local school community relations rather than toward assuming case work responsibilities. There are three specific accomplishments toward which Mrs. Tabak is expected to work:

1.) To assist school staff in the development of reception and placement procedures appropriate for the children of Spanish speaking immigrants;

2.) To develop appropriate ways of informing Spanish speaking parents of school procedures, organization and structure, educational practices, their rationale and their meaning;

3.) On the other hand, to develop appropriate ways of bringing to the local school administration and staff, information necessary to their awareness and understanding of their Spanish speaking students' cultural, social, and educational background.

Duncan Green, Director of Education / Edward N. McKeown, Associate Director of Education
Gertrude M. Fatt, Superintendent of Professional Services / Mitchell Lennox, Superintendent of Curriculum & Program
Donald E. Ryerson, Superintendent of Personnel / Harry G. Facey, Comptroller of Buildings and Plant / David S. Paton, Comptroller of Finance

I believe Mrs. Tabak is well qualified for this new challenge. She was born and educated in Buenos Aires, Argentina. She has a B. Sc. in Sociology and Education - Counselling. Her masters thesis was titled "Immigrants and their Children - the Socialization Process". Since February, 1974, she has been employed by the "Centre for Spanish Speaking People" as the co-ordinator for adult and children's education, counselling and advice programs.

It is the Work Group's hope that you will, with Mrs. Tabak's assistance, be able to develop a mutually beneficial relationship with your Spanish speaking community. I would be most appreciative of any comments or suggestions, either oral or written, you would care to make concerning the usefulness of this position in your community.

Sincerely,

EF Kerr

E.F. Kerr
for the
Work Group on
Multicultural Programs

efk/rls

SPANISH SPEAKING PARENTS MEETING

Palmerston Avenue Public School - Monday, February 10, 1975 - 7 p.m.

ATTENDANCE: 30 - 40 parents (there are 51 Spanish children at Palmerston School 36 families), Principal (Mr. Berryman), Vice-Principal (Miss Pinkney), Social Worker (Mrs. Adirim), and Trustees (Judith Major).

DYNAMICS OF THE MEETING

After a short introduction of all present and parents gave their name, country of origin and number of children at school, Mr. Berryman gave a short and warm welcome to the parents. Although more parents came after the meeting began, the latecomers didn't have an opportunity to introduce themselves in this manner. A great majority of the parents are from Ecuador and one third of the group know the school from last year.

The meeting started with an open invitation to ask questions regarding the school. The type of questions asked were:

1. What is happening to a child who came to Canada in the middle of the year and is placed in Grade 6? Where is he going after Grade 6? (This shows that the parents don't know the school structure in Canada i.e., Elementary (Junior and Senior), High School.
2. In what class is a child placed when he comes from abroad?
3. Can parents have a weekly report on how children are doing? Can parents get the book from which the children work every weekend?
4. Where and how can children have dental care?
5. A child that is going to Kindergarten and reaches his sixth birthday in the middle of the year -- is it possible to transfer him to Grade 1?
6. When can a child come to Kindergarten?
7. Where are day-care centres available?

Every question was answered by school staff, and some were asked to defer the questions to the Social Worker.

One of the parents suggested that we discuss general issues as shown on the Agenda.

HOMEWORK

One of the parents expressed his concern about not being able to help the children in Mathematics. In his country (Ecuador) the method of teaching Mathematics is different. Another parent (from Santiago, Chile) said that in his country the method is the same modern one as in Argentina and Uruguay. They introduced that method three or four years ago and there were classes for parents to learn the new method.

Suggestion: Is it possible to do the same thing at the school?

Parents asked how they could find out if the children have homework. They were referred to the specific teachers as the policy regarding homework is up to the individual teacher.

CHILD CARE BEFORE AND AFTER SCHOOL HOURS

A very lively discussion took place when it was explained that a child needed supervision in the early morning and after school hours.

Parent: Can you please explain what is the "danger" you are talking about when children are left by themselves. I don't see any more danger here than there was in my country. On the contrary, I think that there is less violence than there was in the country that I came from. (This parent is from Chile). On the other hand, I think that children should be independent, and they do have to share responsibilities at home. I encourage that. Please explain to me the danger you are talking about.

The Social Worker gave a summary of the differences between the different ways of life (the close neighbour in South America, the children playing outside, the close relationship, etc.) On the other hand, in Canada you do not know your neighbours, the damage that can be done with the electrical outlets, appliances, how easily a fire can start, etc.

Parent: I had to go to court because of leaving my children by themselves.

Parent: The Canadian Law does not permit children under twelve to be left by themselves. My child was twelve last week, so, now I can leave him. Isn't that funny? On the other hand, he got himself a job in the early morning delivering newspapers. I am very proud of that, because he got it himself and that he is responsible enough to keep it. He is learning to be independent. It seems strange that there is a danger in leaving a child at home when he is eleven years, three hundred and sixty days old, but five days later he is allowed to have a small job in the early morning on the streets.

Parent: Once I left my children for five minutes and when I came back the Superintendent was trying to put out a fire that had started in the kitchen.

Suggestion: Check the possibility that one or two families could take care of the other children. More details will be worked out after researching the need, number of children, families available, place etc.

AFTER SCHOOL PROGRAM

Parents who know about the Boys' Club encourage other parents to send their children to the Club. Perhaps we could organize a tour of the club for parents.

ENGLISH CLASSES FOR PARENTS

It was generally agreed that it is necessary to learn English. Although information was given about where and when they could attend English classes, a parent asked if they could be held at Palmerston School. One of the parents circulated a list and parents present indicated their interest in having the classes at Palmerston School. Twenty-five parents signed.

It was made clear that classes at the school could be started only in the parents were interested and participated.

Suggestion: Check hours available, etc. and let the parents know as soon as possible.

SPANISH LANGUAGE

Parent: I am quite concerned that my child is losing his Spanish grammer. He is ten years old and we have been here only 6 months. Yesterday he wrote me a little note in Spanish. There were four mistakes in three words. The mistakes are related to English vowels that sound different from the Spanish and, if after six months that is the result, I wonder what will happen in a year.

Parent: I don't mind if we have to pay for a teacher to preserve the Spanish language. Will the school help us with this?

Parent: I am a Spanish teacher and if it is possible to have the classes on Saturday, I will be glad to teach without pay. I can present all my papers and university degrees, and you can decide.

Parent: I heard that there are Portuguese classes at Palmerston -- how can we start Spanish classes on the same basis?

Suggestion: We will send out a circular asking parents if they are interested. We will meet again to discuss the procedures further. It was made clear that the initiative should be taken by the parents and then the school could help.

SERVICES FOR SPANISH SPEAKING PEOPLE

Written information was given regarding the services for Spanish Speaking People in the City.

SCHOOL HOLIDAYS AND PROFESSIONAL DEVELOPMENT DAYS

There was an explanation of the school holidays and professional development days. Parents were advised that they must let the school know if they are unable to make arrangements for their children on Professional Development Days.

FEELINGS ABOUT THE MEETING

Parents were aksed how they felt about meetings of this kind.
Parent: They should be held once a month.
Parent: I feel that the school and the home should work together as the school is a continuation of the home.

Suggestion: Can we work in smaller groups? The parents present felt that they would rather meet in a larger group.

KNOWING EACH OTHER

Suggestion:
1. Agreement that for the next meeting parents and staff will have identification tags. This will make it easier.
2. There will be a question on the circular that is sent out asking parents if they are willing to give their address and telephone number so they will be able to contact each other when needed.

GENERAL COMMENTS

This report only mentions the most important things that were brought out. The parents made many comments during the meeting, but we couldn't discuss all of them.

Parents were very pleased with the meeting. Nearly half of the parents already knew the School and the Principal because of earlier contacts.

The parents who arrived during last year were very outspoken and my personal feeling is that they were outspoken because they ahd the support of the parents who already knew the school.

B. Tabak

APPENDIX E

Briefs received as of April 23, 1975

ELEMENTARY

Schools

Argentina P.S.
Annette St. P.S.
Brock P.S.
Clinton P.S.
Dewson St. P.S.
Fairmount Park Sr. P.S.
*Greenwood School
*Hillcrest P.S.
*Kent Senior School
King Edward P.S.
Lord Lansdowne P.S.
McMurrich P.S.
Ogden P.S.
Orde St. P.S.
*Osler Senior School
Palmerston Ave. P.S.
Pape Ave. P.S.
Parkdale P.S., Sr. & Jr.
Ryerson P.S., Sr. & Jr.
Shirley St. P.S.

Others (elementary)

Ann Anderson, E.S.L. teacher, Argentina Jr. P.S.
*Muriel Anderson (brief endorsed by 23 other teachers from 11 schools)
*Ken Fisher, East York Board, formerly a Toronto N.C. teacher
*New Canadian teachers - Area 2
*Executive, Toronto Teachers Federation
Edna M. Thompson, N.S. teacher, Indian Rd. Cr. & Keele St. P.S.
*A.C. Slater, Principal, Niagara St. P.S.
I. Ross Trant, V.P., Bowmore Rd. P.S.
Givins Sr. School, Mrs. Lona Freemantle, Special Ed. teacher.
R.M. McCordic, Principal, North Preparatory P.S.
*J.A. Pipher, Principal, Norway P.S.
Berta Knox, N.C. teacher, Clinton P.S.
A.F. Reinholdt, Principal, Dewson St. P.S.
B. Dorevich and Robert Coulman, teachers, Givins P.S.
A.W. Grande, Guidance Teacher, Osler Sr. School
**Brian Wright, E.S.L. Evening School Teacher

* INDICATES A BRIEF AS WELL AS AN ORAL PRESENTATION
** INDICATES AN ORAL PRESENTATION

ALL BRIEFS WILL BE AVAILABLE FOR REFERENCE IN THE LIBRARY.

APPENDIX

Briefs received as of April 23, 1975

SECONDARY

Schools

Brockton High School
Eastern High School of Commerce
Harbord Collegiate Institute
*Humberside Collegiate Institute
Oakwood Collegiate Institute
Parkdale Collegiate Institute
West Park Secondary School
West Toronto School

Others (secondary)

L.L. Fick, Principal, Danforth Technical School
Val Jelincic, Head of Moderns, Danforth Technical School
P. Kalmaticky, Teacher, Danforth Technical School
S. Nadolski, Teacher, Danforth Technical School
J. Wisnicki, Teacher, Danforth Technical School
*Henry J. Ellenberger, Teacher, Humberside Collegiate
E.A. McCann, Principal, Jarvis Collegiate (retired Dec. 1974)
A. Shilton, Principal, Jarvis Collegiate
Ruth Stulberg, Head of English, Heydon Park Secondary
E. Kaller, Librarian, Harbord Collegiate
Carol Hess, N.C. Teacher, Eastern High School of Commerce
R.T. Spillane, Riverdale Collegiate Institute
**An Oral Brief submitted on behalf of a West End Secondary School E.S.L. Teacher by Trustee Leckie.(Report written by Trustee Leckie)
A Brief written by two Oakwood black students, submitted through their School Principal.
Committee on Placement, Toronto Secondary Schools Vice Principals' Association

APPENDIX

Briefs received as of April 23, 1975

CENTRAL

Guidance

F. Stanley Hendra, Assistant Director of Guidance and Counselling
Heads of Guidance Association
*Dr. D. Clemens and S. Hendra.

Social Work and Associate Social Workers

**John Boys, oral presentation
**Christor Antoniou, Social Worker
Area 1 - Social Workers and Social Work Associates
*Area 2 - Social Services (Kent Unit)
Area 5 - Social Work Staff
Area 5 - Social Workers and Associate Social Workers
Allene Agor, Social Worker
Marylea Gay, Student, RPI, Social Services Programme
Setsuko Thurlow, Social Worker - Area 6
**Dorothy Simonson, Social Worker - Area 3
Maria Sotiropoulos, Associate Social Worker - Area 5
Man Wah Lam (Mrs.), Interpreter Counsellor
A. Georgevich, Associate Social Worker
Carmen Nepa, Interpreter Counsellor

Psychological and Psychiatric Services

Florence Scott, Chief Psychiatric Consultant
An Employee, Toronto Board, Student Services Department

Curriculum Department

Area 6 - Curriculum Council
**James Henderson, Director, Language Study Centre (oral)
*P. Vickery, Assistant Director, Language Study Centre
Heather Burt, Niagara Reading Clinic
*D. Rutledge, Director, Curriculum Council
Special Committee on Curriculum Review
**M. Lennox

New Canadian Department

*Miriam DiGiuseppe and Harry Phillips, Consultants, N.C. Program
*Joseph Sterioff, Director N.C. Programs, 2 documents, dated Sept. 20, and Oct. 15, 1974.
Brief from 7 principal-instructors in the New Canadian Programs
Mike Spillane and John Longfield, N.C. Programs, Bickford Park Adult Centre
*Jones Avenue, Adult New Canadian Day Centre
Shirley Street Public School, The Working English Program
**Chris Dorevich

Central Briefs cont.

Principal Officials

**Report of meeting with Area Superintendents

Research

**Dr. E. Wright, oral presentation

**Dr. S. Shapson, oral Presentation

APPENDIX

Briefs received as of April 23, 1975

Community - Individual, Groups, Organizations

Black
*The Black Education Project
*The Liaison Committee between the Black Community and the Board
Oakwood Collegiate Black Students' Organization

Chinese
Chinese Parents' Association, Orde-Ogden Public Schools
Ching Cheung Hoh, Chinese Gospel Church
Wing S. Chu
Winnie Wai, Woodgreen Community Centre
Fred Kan, Chinese Businessmen's Association

East Indian
Hindu Prarthana Samaj

Greek
The Greek Canadian Cultural and Educational Association
Dr. L. Polymenakos, President, Greek Community of Metro Toronto
Mr. C. Lambrigopoulos, Consultant, Greek Community Organization
Protypa Ekpaedefteria Inc., Angela Kalogeropoulos

Italian
Italian Community Development Council and F.A.C.I.

Japanese
*Japanese Language Schools
Kazuo Miyahara

Lithuanian
Lithuanian Canadian Community

Native People
Ahbenoojeyug Inc. (Education Division)

Polish
Polish Section - Ontario Modern Languages Teachers' Association
Canadian Polish Congress - Toronto District
The Polish Committee on Multiculturalism
Polish Combatants Association in Canada and Canadian Polish Women's Federation
Polish Teachers' Association

Portuguese
The First Portuguese Canadian Club of Toronto, Damiao Costa
Luis Carlos de Freitas, An analysis of the situation of of the Portuguese parents of children attending Kensington Community School
E.P. da Silva, An exploratory study of Kensington Community School

Community Briefs (Cont.)

Serbian
* The Canadian Serbian Club

Slovak
* Slovak Canadian, J.V. Stephens, President.

Ukrainian
Ukrainian Canadian Committee

School Community Organizations
Argentina Public School Parent Representative Association
* Oakwood Collegiate Community Council
Huron Street Home and School Association

Others
*Alexander Epstein (Lawyer) - taped oral presentation and Letter.
H. Kravitz and R. Marino, an analysis of the Social Service Delivery, Immigrants and the School System.
Helen Cram, Eastern Branch Head, Toronto Public Library
W.White, Regional Director, Central Dufferin, Family Service Association of Metro Toronto.
Mrs. L. Adams
Eastminster Community Services, Eleanor Christopherson
**Dr. McDiarmid, O.I.S.E., Report of a meeting with Dr. McDiarmid.

OPPORTUNITIES FOR YOUTH (O.F.Y.) PROJECT BRIEFS

*Kensington Summer Studio
*Project "Contact"
*Operation Head Start
*Ward Six Awareness
*Tubman Centre

APPENDIX F

WORK GROUP VISITS TO SCHOOLS

The Work Group, either as individuals or as a group, visited samples of all Board New Canadian programs.

I. Summer Program - Givins Program

II. Adult Day - Jones Avenue

III. Adult Night - Bickford High School

IV. Regular New Canadian Programs
  - Greenwood School
  - Clinton Junior School
  - Fern Avenue Jr. & Sr. School
  - Bloor Collegiate
  - Oakwood Collegiate

V. School Staff Visits

Members of the Work Group met entire staffs, or groups of teachers in each of the following schools.

A. Secondary

Bickford Park
Bloor C.I.
Brockton H.S.
Lakeview S.S.
Oakwood C.I.
Parkdale C.I.
West Toronto S.S.

B. Elementary
Annette
Brock
Clinton
Fern
Hillcrest
Kent
Lord Lansdowne
McMurrich
Pape
General Mercer

THE BOARD OF EDUCATION, TORONTO

Memorandum to Members of the Work Group on Multicultural Programs

Date February 20, 1975

from E.F. Kerr

Re: Visit of Messrs. LaFountaine and Kerr to Brockton High School on Monday, February 10, 1975, 3.00 p.m., to discuss Brockton's multi-ethnic community.

Present: Messrs. Kerr, LaFountaine, Glait (Principal)- Chairman, Hughes and Morley (Vice-Principals), Heads and Assistant Heads of Departments.

Topic: Following a visit the previous week of Trustee Atkinson to Brockton, Mel and I were invited to discuss a Brockton response to the Work Group.

Following the Principal's opening remarks and introductions, Mel discussed the issues that had led to the formation of the Work Group. In addition he talked about multiculturalism within the Toronto Community. In my remarks, I discussed the initiative taken by the Work Group during the past six months. Following this introduction the meeting was thrown open to a question and answer period. What follows is an outline of some of the issues raised by staff members and the resulting comments.

1. A concern was expressed by some staff members that in previous responses to Work Groups, teachers felt that their views had really not been listened to.

2. Over and over again various staff members expressed their concerns about black students at Brockton High School. This was a very intense discussion. Teachers talked about attendance, an increase in violence, the inability of some to profit from the instructional program in the school. Competency in the Language Arts area was a critical issue.

4. It was also pointed out that far more needed to be done in assisting English speaking immigrants coming from India, Pakistan and the Caribbean area to integrate into our Toronto School system. Present programs, when available, are not suitable.

5. Teachers repeatedly stressed that although new programs and initiatives in this area were needed, they must not be funded out of the regular instructional budget which was stretched to the limits by Provincial ceilings.

6. All those present made a plea for the Toronto Board to seek participation from other levels of government. They suggested that the Federal Government, because of its responsibility in the immigration field, needed to be involved.

E.F. Kerr

efk/rls

TO: THE MEMBERS OF THE WORK GROUP ON MULTICULTURAL PROGRAMS

FROM: MEL LAFOUNTAINE

A VISIT TO BICKFORD PARK SECONDARY SCHOOL

On Tuesday, February 10, Mr. Ed Kerr and Mel LaFountaine visited Bickford Park to talk to the staff on the question of education in a multicultural context. Mel LaFountaine spoke of the reasons for the multicultural work group's existence and developed a brief thesis on the pressures for the shift in the position of the school in the light of a shift of the cultural base which supports it. Mr. Kerr spoke briefly on the program operation itself, and explained the consultative process, the delivery of briefs to the Work Group, meeting schedules, he also highlighted some of the issues and concerns as well as recommendations and observations contained in the brief.

DISCUSSION

Various staff members displayed a rather intense concern about the influx of the children of immigrant parents into the schools, about the pressures which that influx was generating in terms of school operation, realization of the normal curriculum and the need to adjust curriculum content.

The discussion then led to the consideration of pros and cons associated with the notion of developing communication with parents in ethnic communities, and the need for generating mutual understanding on both sides about the culture which the school represented and the culture from which the various young people came. This led almost immediately to a somewhat heated debate about the question of adjustment which might be necessary for the student to make from his culture to the culture of the school and vice versa. At that point the discussion became more specific and began to centre around considerations of the kind of psychological, neurological and emotional damage that an immigrant student might suffer as a result of his involvement in a school system or in a school which represented a culture that was so different from his own. At that point a debate began. There was some expression that the Anglo Canadian could not be expected to give up all his values, his cultural position, those standard by which he lives etc. merely to accommodate the values and the standard and the general life position of the ethnic student. This clearly was not the intent of the two people who were speaking to the staff. Nobody intimated that other people had to give up their culture in order to be able to adjust to those which the students themselves represented. However, the debate was very strong for a short time, and it reached no conclusion. Ultimately the discussion drew the Federal Government's Green Paper on immigration into focus. A long and sometimes heated debate followed.

Many of the staff suggested it would be advisable for the Work Group to respond to the four basic possibilities for immigration control which the Green Paper has listed. This discussion on the Green Paper and the control of immigration provided it with a completely new direction toward the notion that some of the staff brought advocated. The notion was that we were dealing with the need for some kind of class distinction, since obviously class and inate, or native intelligence was somehow correlated, and that ought to be recognized when the school system was dealing with immigrant people. At that point the issue of assimilation, integration and culturization became the centre of the discussion.

Some of the staff were very adamant about the student's responsibility to adjust to the school. This argument rested on the notion that the school represented the superior position in terms of intelligence, development of civilization etc.

It was obvious to some of the staff that the school could not, therefore, be expected to adjust to the student.

APPENDIX G

TO: The Chairwoman and Members of the Work
Group on Implementation of French Programs.

FROM: The Work Group on Multicultural Programs.

A RESPONSE TO THE DRAFT POSITION PAPER

ON

IMPLEMENTATION OF FRENCH PROGRAMS

Introduction:

The Work Group on Multicultural Programs has studied the Draft Position Paper, and its members are happy to extend their sincere appreciation of the competent deliberation and scholarship and the comprehensive undertaking which the document clearly represents. With a single exception, the Work Group finds itself in agreement with the social and cultural basis from which the presentation and its recommendations derive. Certainly. its members could not in good faith ignore the concrete evidence which tells us that the "Day of unilingualism and splendid isolation is over", or that the technological development in communication and travel "has made us neighbours of many peoples whose mother tongue is not English". To which one might well add or - FRENCH! What is remarkable in the French Program Work Group's quotation from the Hall-Dennis Report about multilingual neighbours is that the phrase itself directly identifies the social and cultural reality which confronts the Toronto Board of Education in this city at this moment. That makes the observation an issue of somewhat more immediate address than it would be if it were left in Marshall McLuhan's "Global Village" context where the Hall-Dennis report originally placed it.

Given the Work Group on Multicultural Program's terms of reference, it also cannot but endorse the statement of Federal- Provincial Agreement which the French Program Work Group quotes in support of its position. Assuming that "Canadian" refers to all people who make Canada their home, it would appear just that all Canadians should indeed enjoy "the OPPORTUNITY to educate their children in the official language of their choice and that children have the

OPPORTUNITY to learn, as a second language, the other official language of their country".

The Work Group on Multicultural Programs is acutely aware of the meaning which the term OPPORTUNITY imports to the discussion. It is the Group's conviction that the meaning becomes more intensely appropriate for the Toronto Board of Education than it might otherwise be since the community it serves qualifies as a true multi-ethnic city as no other city on this continent can. It is the term's appropriateness which introduces the Work Group's exception to its general agreement with the Position Paper on French Language Programs:

THE COMPULSORY CORE PROGRAM:

> SINCE THE POSITION PAPER DOES NOT ADDRESS ITSELF TO THE PRESENT STATUS OF FRENCH LANGUAGE PROGRAMS IN THE SCHOOLS; SINCE THE IMPRESSION OF THE WORK GROUP ON MULTICULTURAL PROGRAMS IS THAT THESE PROGRAMS ARE COMPULSORY, IT IS ASSUMED THAT THE FRENCH WORK GROUP'S INTENT IS TO APPLY THE SAME STATUS TO ITS PROPOSED FRENCH LANGUAGE CORE PROGRAM
>
> THE CONCERN OF THE WORK GROUP ON MULTICULTURAL PROGRAMS CENTERS DIRECTLY AROUND THIS COMPULSORY NATURE OF THE PROPOSED PROGRAM, AND IT IS BOTH A GENERAL AND A SPECIFIC

I

The general concern is that there appears to be a basic incompatibility between the notion of a program which is mandatory for students and the provision of opportunity for students. This response has no problem with the proposition that the provision of opportunity for students to participate in A French Language Core Program be mandatory for all elementary schools in the Toronto system. However, it does find it difficult to reconcile the implications of a compulsory program for students and the rationale with which the French Work Group's Position Paper introduces the proposal. To propose that any program become available for all students is one position. To propose that all students, on the other hand must, perforce, become available to the program is quite another. That the two positions are categorically opposed is self-evident.

II

Another completely different order of concern this response has with the compulsory nature of the French Language Core Program centers specifically on its implications for the children of immigrant parents for whom neither the French nor English Language is their first language. Given the present demographic reality of Toronto, the concern applies to something on the order of 50% of the Toronto School System's student population. This specific concern is not so much with the ethics of contradictory propositions as it is with the strong promise of the negative impact the proposal holds for the academic life of these children whose linguistics and cultural origin are neither Anglo nor French-Canadian. A compulsory French Language Core Program would place these young people in a third language learning context or, as one wag observed, they would be involved in learning a second, second language.

The Effect on Student Capacity to Learn the "Target Languages"

While it must be conceded that a search of general literature in the language learning field reveals a thin formal research base to support the concern, there is ample evidence that very few students in the field have addressed themselves to the third language issue. Still there is some evidence that serious, comprehensive attention to the question would more than probably demonstrate that the cause for concern is substantial enough to suggest a need for critical inquiry. There are two concrete pieces of such evidence which it is appropriate to cite here:

Mr. Robert J. Sweet, The Director of French for the Board has submitted an abstract of a research document contained in Edwards' and Casserly's Evaluation of Second Language Programs in English Schools.* Mr. Sweet's submission is as follows:

> "As mentioned at the recent meeting between the French Work Group and the Multicultural Group, I was in the process of seeking research data on the effect of third language instruction on children in the lower socio-economic situation. The document requested has arrived and bears directly on the issue discussed. I am therefore passing on to the members of both groups Dr. H.P. Edwards' and M.C. Casserly's summary of the research document.
>
> Egyed (1973) suggested caution in exposing certain third language groups to French immersion programs designed for English-speaking children. In this study of kindergarten children, groups of Italian-speaking children were taught either in English

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* (Egyed, C. 1973) entitled The Attainment of English Language Skills as a Function of Instruction in the Native Tongue of Italian Kindergarten Children. (paper presented at the Canadian Psychological Association Conference, Victoria, British Columbia, 1973)

> only for a full day, in Italian and English for a half day of each, or in French and English for a half day each. They were tested on measures of English language skills. It was found, in general, that the group taught in French and English obtained significantly poorer results than the other two groups on several measures of English language ability, and more specifically in auditory functions. Egyed suggested that these children might benefit more at the kindergarten level from enriched exposure to the English language than from the early introduction of French as a third language in an immersion setting, especially when the children are poorly grounded in both their mother tongue and in English, their second language.
>
> Summary:
>
> Research reported here and elsewhere generally supports the concept that the second language should be introduced at an early age and will have few, if any, detrimental effects on a child's mother tongue."

The second piece of evidence is susceptible to more conjecture and "interpretation" than the first. The reason is that the study it reflects was not yet available for examination at this writing. The evidence itself is a bibliographic entry, in the form of a descriptive abstract, which Education Daily published in its December 13th, 1974, issue. The abstract title is Study Suggests Early French a Waste of Effort and it announces a report which the British National Foundation for Educational Research released on the same date. The foundation's study covered a ten year period which extended from 1964 to 1974 and involved 18,000 students from 125 British Primary Schools in a longitudinal study. The study covered students from all socio-economic strata and from both rural and urban schools including schools in Wales. Some of the conclusions reported in the abstract appear to be relevant to this response's concern. The study

> "showed girls scoring significantly higher than boys, And high scores on French Tests coincided with high parental occupation and vice versa. Students in small rural schools did better than those in large urban schools."

Translated, what we are looking at is a significantly higher achievement of Upper-Class Country Girls in school generated French language courses. What strikes a significant note in the sparse information available from the study is that the lowest scores came from "large urban schools". Most large urban centers in England are, in fact, high density ethnic areas, and for a large segment of students in English schools from those areas a French Program at the Primary Level is certain to be of the Third Language Variety!*

The Possible Effect on the Student's Original Language and Culture:

This response does not limit its concern for the effect of a compulsory French Language Core Program upon target language learning in the context of the third language issue. There still remains the problem of its effect upon the ethnic student's original language and identity. There isn't any question that the impact of any ethnic student's attendance at regular schools on this continent is that s/he not only very quickly loses a great deal of competence in h/er original language, but that a dissolution of the original culture which generated the language is an integral factor in the language loss process itself.

As members of the French Work Group are no doubt aware, the Greek-English and Chinese-English programs which the Board is attempting to establish in four schools have devloped out of the recognition, which the Board and the communities involved, share, of this linguistic and cultural deterioration and of the negative social, cultural and academic implications it imports. When one considers that the deterioration in the student, of h/er mother culture and language occurs as a result of h/er involvement in a school which represents a culture and a language alien to h/er own, one need hardly speculate on what could happen if the system were to introduce still another language and, by extension, another culture into a condition which already mitigates against h/er general growth and development as well as h/er academic progress.

By and large, the Multicultural Work Group's own discussion with various ethnic communities and groups within those communities indicates that the ethnic population itself has serious apprehension about the implication of introducing a compulsory core program in French instruction. The exception to this generalization invariably occurs in what may be termed the established ethnic groups. The majority of people from these groups are 4 or 5 generations distant from their ancestors who originally settled in Canada. The Polish

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* The NFER has only very recently made the report of this longitudinal study available. Both work groups will receive a copy as soon as it arrives. E.C.L. is unable to predict when it will arrive, but it is working for acquisition as soon as possible.

ethnic organizations are good examples of such groups. However, it should be understood that there is by no means any community in these established groups; that the approval of a core French Language program usually comes from a minority segment within the larger group. At best, the group would be divided on the French as a third language issue.

Another Specific Factor to Consider:

Thus far this response has projected a direct negative academic probability for the ethnic student who is faced with the necessity of enrollment in a core French Language program. The chances of optimum achievement in both "target" languages are slim while the chances of maintaining the mother language and culture are virtually nullified.

However, it becomes necessary to consider another negative academic probability which, though not as direct as those registered here, may well prove to be more potent. The position is a simple one. Given the anxiety and pressure of inter-family alienation, competition for cultural allegiance, loss of cultural identity, etc. which invariably accompanies a student's high-speed transfer from one culture to another, it is almost axiomatic that the shock of the transfer itself will profoundly and negatively affect all dimensions of h/er academic life for some time to come, if not permanently. It is the impression of the Work Group on Multicultural Programs that there should be some concentrated inquiry into the ways in which the introduction of a compulsory French Language Core program into the school career of such students amplifies and intensifies this particular shock experience.

A Question about Priorities at the Local Level:

It is clear that budget allocation for the proposed Core French Language Program is already available. Obviously, this means that if any additional cost were to result from the implementation of the proposed program, it would arise from elements other than the core element.

Apart from that possibility, which is of course worthy of consideration, the issue of costs in other than budgetary terms immediately arises. These are costs which express themselves in time and energy displacement terms. Both are relatively fixed in any given school. In addition to a concern about the relation of the proposed core program to other programs any given school and its community may consider a priority in the time-energy context, the Work Group on Multicultural Programs is particularly interested in the kind of drain on a local school's time and energy the implementation of the core program represents for multicultural programming itself.

Experience with the Chinese and Greek Bilingual/Bicultural Programs has delineated the concrete seriousness of this issue. With French Program already occupying a priority position in the schools involved, the actual placement of such programs in the school curriculum has proved to be a problem of inordinate and unreasonable proportion. This is to say nothing of the impact of a centrally developed subsequently fixed priority upon the range of program options open to local school-community decision for programming which would be uniquely compatible with the educational requirements of the children of a given local community.

It is obvious to the members of the Work Group on Multicultural Programs that the proposal to establish a compulsory core French Language Program in the elementary schools of Toront imports a problem of almost innumerable dimensions for education in the City's extra-Anglo and French Canadian multi-ethnic communities. This response paper records some of those dimensions as a basis for its concern. It submits one recommendation as a consequence:

That the Work Group on the Implementation of French Program rescind the compulsory nature of The Core Program segment of its proposed model program and make provisions in its final paper to ensure that the program exist as an option for all students.

Dan Leckie
Chairman
for Work Group on
Multicultural Programs

January 15, 1975
rls

APPENDIX H

REPORT TO THE WORK GROUP ON MULTICULTURAL PROGRAMS
From: DAN LECKIE
RE: OTTAWA TRIP, JANUARY 28, 1975

1. Gord Cressy and I met with Stewart Goodings, Michael Andrassy and Phyllis Fien. They represented officials of the Federal Government's Multicultural Program.

2. They requested that they receive copies of all briefs and supporting data. (To Michael Andrassy)

3. We discussed the possibility of a meeting of large urban school Boards to discuss multiculturalism.

4. We discussed present negotiations between provinces and Federal Government re: payment for -
   a) Teacher training
   b) Materials
   c) Instruction costs
   for E.S.L. programs.

5. We expressed our concerns re:
   a) 3rd. Language and culture programs
   b) Orientation
   c) Multicultural support services
   d) Difficulties with financing and provincial legislation
   e) Impending difficulties with ethnic communities if they are not treated adequately.

6. They expressed concerns re:
   a) Provincial jurisdiction and need to consult there first.
   b) Culture bias in curriculum content.
   c) Need for meeting with Faulkner and Munro.

FOLLOW UP:

a) Meet with provincial people.
b) Meet with 'politicos'.
c) Send them our materials.
d) Calculate completely cost breakdown of present E.S.L. and directly related programs.

P.S. I also received materials on present Multicultural Programs of the Federal Government. These will be forwarded to Ed Kerr for consideration.

APPENDIX I November 18, 1974

To the Chairman and Members
of the Board of Education:

A REPORT ON A VISIT TO THE THE NEW YORK CITY SCHOOL SYSTEM
OCTOBER 8 & 9, 1974

Preamble

This Fall, the Work Group on Multicultural Programs examined and discussed over 200 United States reports on bilingual and bicultural programs. The majority of there were from California, the south-western states, New York City, and Chicago. The Work Group felt that it was important to see some of these programs, to observe them in operation, to talk to teachers and administrators, and to try to assess their relevance to the Toronto scene.

New York City was chosen because:

1. It had, excepting perhaps the City of Los Angeles, the greatest number and variety of multicultural programs on the North American continent.

2. From a financial point of view it was the most accessible to the Work Group.

3. Trustee Gordon Cressy had visited New York in the Spring of 1974 and felt that we could learn a good deal. His previous contact with a number of senior officials proved to be most helpful in expediting our task over a very busy two days.

The visiting team was composed of the following:

Trustees - S. Meagher, D. Leckie, G. Cressy
Staff - G. Stewart, E. Kerr

What follows then is an account of that visit.

Overview

The New York School System, the largest in North America, has a population of 1.2 million students and a budget of over 2½ billion dollars. As a result of legislation enacted by the New York State Legislature in June, 1970, responsibility for elementary and junior high schools is shared by a city-wide board of education and 32 community school boards. Decentralization appeared to be further developed than in the City of Toronto. The community school boards are elected and each consists of nine non-paid members. The city-wide board, which retains control of the secondary schools, consists of seven salaried members who are appointed - one by each of the five boroughs and two by the mayor.

The breakdown by population and school district in the Fall of 1973 was as follows:

	Manhattan	Bronx	Brooklyn	Queen's	Richmond	Total
Students	170,606	232,825	399,024	250,176	56,821	1,109,453
School District	6	6	12	7	1	32

Focus Over Two-Day Period

Throughout our time in New York we had outstanding co-operation from all the people with whom we came into contact.

During the two days we:had the opportunity to:

Tuesday, October 8

10.00 a.m. - 3.15 p.m.	Met with theDirector of the office of Bilingual Education, Mr. Hernan Lafontaine
3.30 p.m. - 4.30 p.m.	Met with Mr. Alfred Mathew, Jr., the Executive Director of the Division of Community School District Affairs, and his colleagues.
4.30 p.m. - 5.30 p.m.	Met with Hon. James Regan, President of the Board of Education of the School District of New York, members of the City Board, and senior school staff.
8.00 p.m. - 10.30 p.m.	Attended community school board meeting in District 32, Brooklyn.

Wednesday, October 9

9.30 a.m. - 11.30 a.m.	Met at P.S. 81 with Dr. Theodore Wiesenthal, Superintendent of Community School District 10 in the Bronx, and members of his staff to discuss the implementation of bilingual-bicultural programs and problems related to funding.
11.45 a.m. - 12.10 p.m.	Visited J.H.S. 118 to see a bilingual Spanish program in a junior high school.
12.15 p.m. - 12.45 p.m.	Visited P.S. 211 Bilingual Elementary School, observed classes and had a discussion with the principal.
1.00 p.m. - 2.15 p.m.	Visited Brandeis High School, to observe Haitian bilingual program and to discuss it with the Co-ordinator, Maria Martinez. Brandeis has an enrollment of 5,400 students attending day school in two shifts.

Observations

I. Bilingual Education

The program began in 1968 in one school on an experimental basis. It grew out of an expressed concern from the Puerto Rican community that the New York School system was failing to meet the educational needs of their children. In June 1974, there were 22,000 students enrolled in their bilingual programs. Although the majority of the programs are designed to serve Spanish-speaking students, programs have been introduced in Chinese, French (Haitian), Italian, and Greek.

The bilingual program had four components:

1. Native language as a medium of instruction;
2. The teaching of the Native language;
3. Teaching English (E.S.L.);
4. Maintaining cultural integrity.

The intention is that the classes in the primary grades begin with 85% of the instruction in the Native language. Instruction in English is increased each year so that by Grade 6 half of the instruction is in English and half in the Native Language and the student is bilingual.

Bilingual programs that began in the elementary school are continued in both the Junior High and in the Secondary Schools. Two bilingual universities have been set up to provide continuing bilingual education at the college level.

The 1973/74 bilingual budget was $6,000,000. In 1974/75 it was increased to $11,000,000 (83%). As a result of the Consent Decree issued by the United States District Court, August, 1974, acceleration of bilingual education must continue at an increased tempo. They intend to increase their 1975 bilingual budget to $25,000,000 (127%).

The Office of Bilingual Education was established in August 1972. It has central responsibilities in all matters relating to bilingual education, supports the work of the Community School Districts, employs a staff to provide assistance and guidance for non-English speaking pupils and their parents. In addition, it trains para-professionals to assist teachers in instructional programs.

Each of the 32 District Community Superintendents has, as part of the staff, a bilingual education team of 2 to 4 persons.

II Staffing

Unlike the rest of New York State, teachers hired by New York City are examined and licensed by the New York Board. Legal decisions, the need for bilingual teachers for the bilingual programs, as well as community involvement have caused serious staffing problems; in the classroom as well as at the principal and superintendent level. Decentralization provided a modus operandi for increasing the number of bilingual staff, both at the classroom and at the administrative level. Each Community Board has a specific set of adopted procedures for involving communities in staffing. For example, in 1968, there was only one Puerto Rican principal (Hernan Lafontaine). In June, 1974, there were 38.

The demand by the community for a quota system was rejected by the Board. When the communities threatened to close the schools unless they got reasonable representation, an affirmative action program was initiated. A strong teachers' union has made implementation of this program difficult. In addition, it is not easy to find suitable and qualified bilingual teachers.

A positive action program reaching down into the guidance departments of secondary schools has been helpful in encouraging bilingual students to enter the teaching profession.

It is interesting to note that approximately 50% of all elementary school principals are women.

The use of para-professionals is widespread. It seems that every primary classroom has at least one such person. Para-professionals are hired by the principal, usually from the school's neighbourhood. They are categorized as follows:

1. Teacher Aids - generally have a secondary school certificate;
2. Education Assistants - generally have two years college training;
3. Education Associates - college training plus successful experience in the school setting;
4. Bilingual Professional Assistants - have a college degree, but no teaching certificate;
5. School Aids - used in office, on hall duty, in lunchrooms, etc.;
6. Security Staff - at least one such person in each school.

III Decentralization

In the early 1960's, the New York System was jolted by staff strikes, student boycotts, near bankruptcy, riots, and, in general, the estrangement of the schools from their communities.

In 1970, as a result of the state legislation discussed on Page 2, the New York System entered a new era of community-school relations, a period that has produced much frustration, much uncertainty, but also many good experiences that are encouraging for the future.

On the evening of October 8, we visited a Community School District meeting held in a school in an old and rather run-down residential area in Brooklyn. We were surprised to find approximately 350 people in attendance; students, parents and a considerable number of teachers. The main ethnic groups appear to be Italian, Puerto Rican, Black and Jewish. Although the agenda contained a considerable number of items, a significant one was titled "Required Procedures and Standards for Selection of Acting Supervisors (vice-principals, principals, superintendents) in Community District 32".

The meeting was well run, productive, included audience participation and dealt expeditiously with all agenda items.

The final half hour, 10.00 - 10.30 p.m. was an open forum. Anyone present was able to bring any matter of concern to the trustees. This was followed by coffee.

As Canadian visitors, we were introduced, warmly received, and had an opportunity to visit with Board members and parents during the coffee period.

Except for legal and contractual obligations, the Community Boards control the educational function in their respective districts. Decentralization has produced increased credibility of the central administration in the New York City community. District offices appear to be efficient and very productive. Each district superintendent had a large professional staff. For example, in District 10, Superintendent Theodore Wiesenthal has a total clerical and professional staff of 39.

The "Goodman Report", June, 1974, titled "School Decentralization in New York City" is a comprehensive assessment of the history, nature, achievements, and problems of school decentralization. A copy of this report is available from the Work Group on Multicultural Programs.

IV Program

The Community School Boards have been given the responsibility for the development and implementation of programs that meet the particular needs of their District.

Standardized tests, both diagnostic and evaluative are extensively used.

At the beginning of the year, each school and each superintendent set specific goals which they themselves evaluate at the end of the year. The goals are classified under 5 headings:

1. Improvement in Basic Skills;
2. Parent and Community Participation;
3. Staff Development;
4. Pupil Personnel Services;
5. Innovation and Experimentation.

Reports from all 32 Districts are published annually. In-service for staff is a contractual obligation.

V Reflections

1. The bilingual education program in New York offers some exciting possibilities. Due to the urgency of the New York problem, and encouraged by massive state and federal funding, the New York Board has made considerable progress in the development of educational programs that appear to be producing positive results in the New York communities. The Toronto Board might well monitor, on an annual basis, bicultural and bilingual developments in the New York jurisdiction.

2. In view of our dropping enrolments and the increase in the number of Metro Separate School students, a joint effort in bilingual education might be explored.

3. The New York system has developed some interesting practices that have enabled them to respond positively to community pressures in area of hiring and promotion of staff.

4. The Toronto Board could benefit from an examination of strategies for local program development in the Community School Boards.

5. This report is made as a result of a single brief visit and with such limited resources that its conclusions can only be tentative. The interviews conducted and schools visited cannot do justice to the complexity of the issues.

   These reservations notwithstanding, we believe that the New York visit was productive and provided for each of the participants a deeper perception of the educational challenges facing Toronto today.

In conclusion, the members of the visitation team wish to express to the Chairman, the Director, and the members of the Board their sincere appreciation for providing us with the opportunity of participating in this visit. Each of us would be most willing to discuss any of our observations with any member of the Board.

Gordon Cressy
Trustee, Ward 7

Dan Leckie
Trustee, Ward 6

Sheila Meagher
Trustee, Ward 9

Gordon Stewart
Superintendent, Area 3

Ed Kerr
Staff, Work Group on
Multicultural Programs